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FEDERAL PROGRAMS AFFECTING CHILDREN

SELECT COMMITTEE ON CHILDREN, YOUTH, AND FAMILIES
HOUSE OF REPRESENTATIVES

NINETY-EIGHTH CONGRESS
FIRST SESSION

WITH

SUPPLEMENTAL VIEWS OF
CHAIRMAN GEORGE MILLER
SUPPLEMENTAL VIEWS OF
CONGRESSMAN THOMAS J. BLILEY, JR.

JANUARY 1984

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LETTER OF SUBMITTAL

December 19, 1983

Honorable George Miller
Chairman, Select Committee on
  Children, Youth, and Families
House of Representatives
Washington, D.C. 20515

Dear Mr. Chairman:

I am herewith submitting a report entitled "Federal Programs Affecting Children." The report provides information on Federal programs that serve children in the areas of income maintenance, nutrition, social services, education and training, health, housing, and taxation.

The report, to which 29 Congressional Research Service analysts contributed, was designed and coordinated by Jan Fowler, Analyst in Social Legislation, of the Education and Public Welfare Division.

We hope that this report will serve the needs of your committee.

Sincerely,

Gilbert Gude

Gilbert Gude
Director

Enclosure

FOREWORD

It has been a matter of concern to the Select Committee on Children, Youth, and Families that no compilation currently exists of Federal programs which directly affect children and their families.

This report, prepared by the Congressional Research Service, fills that void. In so doing, it also furthers our goal of providing Congress with a broad base of information concerning programs and policies as they impact on children, youth, and families.

We expect this reference work to serve as a valuable tool for Congress, as well as for groups and individuals interested in how the Federal Government addresses the needs of children and their families.

George Miller
George Miller
Chairman

Dan Marriott
Dan Marriott
Ranking Minority Member

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FEDERAL PROGRAMS AFFECTING CHILDREN

Committee Print
Prepared for the
House Select Committee on Children, Youth, and Families

Coordinated by
Jan Fowler
Analyst in Social Legislation
Education and Public Welfare Division
November 4, 1983

ABSTRACT

While many Federal programs have some type of impact on children, a number of programs affect children directly, by providing benefits and services to children and their families. This paper contains summaries of Federal programs directly affecting children in the areas of income maintenance, nutrition, social services, education, health, housing, and taxation. Each summary includes the program's legislative authority; the Federal, State and local agencies that administer the program; a brief program description; information on participation of children in the program; and program funding levels in fiscal years 1981, 1982, and 1983.

FEDERAL PROGRAMS AFFECTING CHILDREN

INTRODUCTION

In the broadest sense virtually all Federal programs--indeed all actions by the Federal Government--affect children, by affecting their families and communities, their physical environment, national security, and the economy. A number of programs, however, have a relatively direct impact on children by providing assistance or services to children and their families.

This paper summarizes Federal programs affecting children that involve actual expenditure of Federal dollars. These include: (1) programs that provide direct income assistance, either means-tested or not based on income, to children and their families, such as cash welfare, social insurance, and pensions; 1/ (2) programs that fund in-kind assistance for children and their families, such as housing programs and Medicaid; (3) programs that support, either directly or through assistance to States or local organizations, various services for children, such as education and social services; (4) programs that support research and demonstration projects and training and technical assistance in areas related to children, such as research into child health or training for child welfare workers; and (5) Federal tax laws that provide

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1/ Information on retirement, social insurance, and pension programs is included only when the program has a specific dependent benefit for children.

deductions and credits that affect children and their families, such as the earned income credit for poor families and the child care tax credit. 2/

Not included in this paper are Federal laws that regulate or restrict the activities of children or of those adults responsible for them, such as, for example, laws regulating child labor or child pornography.

Programs in the following areas are surveyed in this paper: income maintenance, nutrition, social services, education and training, health, housing, and taxation. These various programs are intended to serve many different groups of children in different circumstances: children disadvantaged by low income; children, both poor and nonpoor, who have lost one or both parents through death, disability or abandonment; disabled and/or handicapped children; children who are experiencing family problems, such as child abuse or teenage pregnancy; children in unique living circumstances with attendant problems, such as migrant children and refugee children; and children whose needs are considered a special Federal responsibility, such as Indian children and children from military families. Virtually all children are eligible for some programs, such as the education block grant.

Definition of Child

For the purposes of this paper, a child is generally defined as a person under 18 years of age. A number of programs are focused on children belonging

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2/ In addition to narrowly focused tax provisions such as these, taxpayers with children also benefit from the exemption that can be claimed for each dependent child. In FY 1983 approximately 33 million tax returns claimed at least one exemption, for a total estimated revenue loss of approximately $15.6 billion, according to unpublished Internal Revenue Service estimates. This general exemption is not discussed further in this paper.

to a narrower age group, such as preschool children or school-age children. A few programs include as children, individuals over the age of 18, for example up to age 19 or age 21; such programs are included in this paper. However, the paper does not include programs or program components that typically serve only those persons 18 or over, such as higher education programs.

Definition of Poverty

A number of programs that serve children restrict eligibility to persons who are defined in some way as poor. One common way of assessing poverty is by using the poverty guidelines set annually by the Office of Management and Budget (OMB). These guidelines are adjusted for family size and are changed each year to reflect inflation. In 1983, the OMB poverty threshold for a nonfarm family of four in the contiguous 48 States was $9,900. Many means-tested programs take this figure, or a percentage of it, as an indicator of program eligibility. Other measurements of poverty used by certain programs include a percentage of the local median income or a need standard set by the State.

Program Participation Statistics

Wherever possible, this paper includes information on participation of children in the programs discussed. However, these statistics are often uneven and inconsistent from one program to the next, and are sometimes not available at all. Some programs, particularly block grant programs under which Federal funds go to States to spend for broad purposes with little Federal guidance, have few reporting requirements, so information on the characteristics of persons served is often unavailable. 3/ Many programs serve children along with their families or other eligible adults and do not break down participation figures by age. Other programs, such as those that support research, demonstration projects, training, and other activities that are not direct services, theoretically affect all children by gathering information and devising service and training methods. For this type of program, the number of grants awarded or projects funded is provided, where available. For all of the above reasons, program participation figures are generally not comparable across programs and should be used with caution.

Program Funding Figures 4/

Program descriptions include, when possible, information on funding. As with program participation, this information is sometimes of limited usefulness and occasionally unavailable. Many programs that provide cash assistance or services to families, or to other target groups that include both children and adults, do not break out how much of the program's funding goes to children only. In some of these programs, for example housing programs, it would actually be meaningless to try to derive the proportion of funds spent on children since they share the benefits with adults. Even in cases where it may appear possible to portion out the percent of funds spent on children, it would be invalid to

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3/ Most Federal block grant programs were created by the Omnibus Budget Reconciliation Act of 1981 (P.L. 97-35), which consolidated many formerly categorical programs into several large block grants, beginning in FY 1982.

4/ Except where noted, program funding is expressed in appropriations. In the case of entitlement programs, outlays are provided. For tax programs, funding is expressed in tax expenditures, except where noted.

apply the child participation rate to total program funding, since benefits provided to children may not cost the same as benefits provided to adults. Wherever possible, the program descriptions indicate how much program funding goes directly to children. Where this is not possible, total program funding is given, when available.

INCOME MAINTENANCE PROGRAMS

AID TO FAMILIES WITH DEPENDENT CHILDREN*

Program Name

Aid to Families with Dependent Children (AFDC).

Legislative Authority

Title IV-A of the Social Security Act, as amended; permanently authorized.

Administering Agency

Office of Family Assistance, Social Security Administration, U.S. Department of Health and Human Services; administered at local level by county welfare offices.

Program Description

The Aid to Families with Dependent Children program was established by the Social Security Act of 1935 as a cash grant program to enable States to aid needy children without fathers.

---

* Prepared by Carmen Solomon, Education and Public Welfare Division.

The AFDC program provides cash payments to needy children (and their caretakers) who lack support because at least one parent is dead, disabled, continually absent from the home, or unemployed (in some States). All States, the District of Columbia, Guam, Puerto Rico, and the Virgin Islands offer AFDC for one-parent families; 23 jurisdictions also offer AFDC for two-parent families under the AFDC-Unemployed Parent program.

States determine standards of financial need and, based on these standards, maximum benefit levels; Federal law governs the treatment of recipients' earnings. Since October 1, 1981, Federal law has imposed a gross income limit, set at 150 percent of the State's need standard. States set resource limits within the Federal outer limit of $1,000 in equity value per family in counted resources. Excluded are a home, the equity value of a car up to $1,500 (or a lower State limit); and, at State option, items of personal property deemed essential to daily living.

Federal matching for AFDC benefits varies among States. All States except one receive AFDC reimbursement on the basis of the Medicaid formula (averages 54 percent nationally), which offers cost-sharing for all benefits paid, no matter how high.

AFDC eligibility ends upon a child's 18th birthday unless his State chooses to pay benefits to high school students until they turn 19.

As a condition of eligibility, AFDC mothers must assign their child support rights to the State and cooperate with welfare offices in establishing paternity of a child born outside of marriage and in obtaining child support payments. Generally, able-bodied recipients are required to register for work or job training unless they are caring for a child under age 6.

AFDC eligibility confers automatic eligibility for Medicaid.

Participation

FY 1982--10.4 million individuals of whom 70 percent were children.

Funding (Outlays)

FY 1981	FY 1982	FY 1983
$6.8 billion	$6.6 billion	$6.8 billion

(Spending for children and adults. The percentage of funds that goes to children is not available. Administrative costs are additional.)

EMERGENCY ASSISTANCE*

Program Name

Emergency assistance.

Legislative Authority

Title IV-A of the Social Security Act, as amended; permanently authorized.

Administering Agency

Office of Family Assistance, Social Security Administration, U.S. Department of Health and Human Services; administered at local level by county welfare offices.

Program Description

This program was established to provide financial assistance and social services to needy children under age 21 to meet emergency needs. Assistance may be in the form of cash or such items as food, clothing, rent, utilities, or medical care.

The Social Security Act permits States to give emergency assistance (cash, in-kind aid, medical aid) to needy families with children, including migrant families, for no more than 30 days per calendar year, to "avoid destitution" of the children or to provide living arrangements for them.

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* Prepared by Carmen Solomon, Education and Public Welfare Division.

In FY 1982 the emergency assistance program was in effect in 27 States and jurisdictions.

The Federal Government pays 50 percent of the State cost of providing the emergency assistance program.

Participation

FY 1982--30,200 families.

Funding (Outlays)

FY 1981	FY 1982	FY 1983
$57.5 million	$50.9 million	$49.0 million

(Spending for children and adults. The percentage of funds that goes to children is not available.)

CHILD SUPPORT ENFORCEMENT*

Program Name

Child support enforcement.

Legislative Authority

Title IV-D of the Social Security Act, as amended; permanently authorized.

Administering Agency

Office of Child Support Enforcement, U.S. Department of Health and Human Services; administered at State level by the State Child Support Enforcement (IV-D) agency; administered at local level by county welfare offices.

Program Description

Title IV-D of the Social Security Act was enacted in 1975 to establish a program of child support enforcement. The program provides services to both AFDC and non-AFDC families to locate absent parents, establish paternity, and to assist in the establishment and collection of court-ordered, administratively-ordered, and voluntary child support payments. The program was enacted in an effort to require absent parents to support their children and thereby reduce AFDC expenditures.

---

* Prepared by Carmen Solomon, Education and Public Welfare Division.

Applicants for and beneficiaries of AFDC are required to make an assignment of support rights to the State in order to receive AFDC. In addition, each applicant or recipient must cooperate with the State if necessary to establish paternity and secure child support.

The support payments made on behalf of AFDC children are paid to the State for distribution rather than directly to the family.

Non-AFDC families participate in the program on a voluntary basis. Services to non-AFDC families were made a permanent part of the program in 1980. Money collected for non-AFDC families goes directly to the family.

Federal matching of 70 percent is available to pay State costs of administering the child support enforcement program. Costs of developing or improving management information systems are matched at 90 percent. Collections made on behalf of families receiving AFDC directly offset AFDC benefit costs and are shared between the Federal Government and the States in accordance with the matching formula used for the AFDC program. In addition, States and localities receive incentive payments equal to 12 percent of each collection made on behalf of an AFDC family. The child support enforcement program was designed with these special incentives to the State and local jurisdictions to obtain their full participation. The incentive payments are subtracted entirely from the Federal share of collections; thus the States receive a larger share of the collections than the Federal Government.

Participation

FY 1982--7 million cases, of which 5.5 million were AFDC cases. (A case comprises a family head and at least one child.)

Funding (Outlays)

FY 1981	FY 1982	FY 1983
$439.4 million	$459.2 million	$347.5 million

(Represents Federal payments to States to administer their child support enforcement programs.)

SUPPLEMENTAL SECURITY INCOME*

Program Name

Supplemental Security Income (SSI).

Legislative Authority

Title XVI of the Social Security Act, as amended; permanently authorized.

Administering Agency

Social Security Administration, U.S. Department of Health and Human Services.

Program Description

Supplemental Security Income was created by the Social Security Amendments of 1972, effective in 1974, to assure a minimum cash income to all aged, blind, or disabled persons with few liquid assets. A child under the age of 18 who has an impairment of comparable severity with that of a qualifying adult may be considered disabled. The Federal Government pays for the basic income floor. At their option and expense, States supplement the basic guarantee. 5/

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* Prepared by Carmen Solomon, Education and Public Welfare Division.

Title XVI of the Social Security Act entitles to Federal payments persons (1) who are aged 65 and over, blind, or disabled; (2) whose counted income and resources (or, for children whose family's income and resources) fall within limits set by law and regulations, and (3) who live in one of the 50 States, the District of Columbia, or the Northern Mariana Islands. Under the basic Federal benefit, an individual with no countable income receives $304.30 monthly (on January 1, 1984, raised to $314); a couple with no countable income receives $456.40 (on January 1, 1984, $472). For individual or couples with an income, $20 per month from virtually any source is disregarded in determining the benefit received. In addition, the first $65 of monthly earned income plus one-half of remaining earnings are disregarded. Additional income results in a dollar-for-dollar reduction in benefits.

Countable resources may not exceed $1,500 per individual and $2,250 per couple. Not counted: full value of a home, first $2,000 in equity value of household goods and personal effects; full value of an auto if needed for work or medical treatment, or if modified for use by a disabled person, otherwise the first $4,500 in market value; a life insurance policy not exceeding $1,500 in cash surrender value, or up to $1,500 set aside for burial expenses; and the value of burial plots.

In most but not all States SSI eligibility confers automatic eligibility for Medicaid. An SSI recipient who is a member of an AFDC family may not be

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5/ In the case of Wisconsin, the Federal Government helps finance the cost of supplements because the State has a special "hold-harmless" status resulting from relatively large pre-SSI State expenditures for needy adults (100 percent State-funded institutional care). Hawaii also receives some Federal funds for supplements.

included in the AFDC assistance unit; thus, his income and resources are not counted by AFDC. In California, Massachusetts, and Wisconsin, SSI recipients are ineligible for food stamps, but receive extra cash payments instead. For most recipients, the SSI payment is a supplement to social security.

Participation

FY 1982--4.0 million recipients of whom about 6 percent were disabled children.

Funding (Outlays)

FY 1981	FY 1982	FY 1983
$7.2 billion	$7.6 billion (11 monthly payments)	$8.5 billion (13 monthly payments)

(Spending for children and adults. The percentage of funds that goes to children is not available.)

SOCIAL SECURITY (DEPENDENTS BENEFITS)*

Program Name

Social security.

Legislative Authority

Title II of the Social Security Act; permanently authorized.

Administering Agency

Social Security Administration, U.S. Department of Health and Human Services.

Program Description

Social security cash benefits are paid to the dependent children of retired or disabled workers who are entitled to social security benefits, and to dependent children of deceased workers who have worked long enough in employment covered by social security to be insured for survivors' benefits. Children are paid directly or through a representative payee, such as a surviving parent, other relative, or guardian. The amount of the benefit is a percentage of the worker's basic benefit: 50 percent for the child of a retired or disabled worker; and 75 percent for the child of a deceased worker (both subject to a family maximum). (Benefits are also payable in certain circumstances to post-secondary students under age 22 before August 1985.)

---

* Prepared by Geoffrey Kollman, Education and Public Welfare Division.

Participation

September 1983--3,582,646 children in current payment status.

Funding (Outlays)

FY 1981	FY 1982	FY 1983
$11.5 billion	$11.6 billion	$10.9 billion

(Payments to dependent children only.)

UNEMPLOYMENT COMPENSATION (DEPENDENT ALLOWANCE)*

Program Name

Unemployment compensation (UC).

Legislative Authority

The Federal Unemployment Tax Act; titles III, IX, and XII of the Social Security Act; Federal-State Extended Unemployment Compensation Act of 1970; and Federal Supplemental Compensation Act of 1982; permanently authorized.

Administering Agency

Unemployment Insurance Service, Employment and Training Administration, U.S. Department of Labor; State employment security agencies administer each State program.

Program Description

The Social Security Act of 1935 (P.L. 74-271) created the Federal-State Unemployment Compensation system. It has two main objectives: (1) to provide temporary and partial wage replacement to involuntarily unemployed workers who were recently employed; and (2) to help stabilize the economy during recessions.

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* Prepared by Rich Hobbie, Education and Public Welfare Division.

The U.S. Department of Labor oversees the system, but each State has its own program. Because Federal law defines the District of Columbia, Puerto Rico, and Virgin Islands as "States" for the purposes of UC, there are 53 State programs.

The States set weekly benefit amounts as a fraction of the individual's average weekly wage up to a State-determined maximum. The total maximum duration generally available is between 34 and 53 weeks. The permanent regular State UC programs usually provide up to 26 weeks. The permanent Federal-State extended benefits program provides up to 13 additional weeks in States where unemployment rates are relatively high. The temporary Federal Supplemental Compensation (FSC) program provides up to 8-14 additional weeks in all States, depending on unemployment rates in each State. Some claimants who exhausted all benefits before October 23, 1983 may have received as much as 53 weeks of benefits in the last 2 years. These individuals may receive up to 5 additional weeks after October 23, 1983, making their combined maximums 58 weeks.

Thirteen State programs provide dependents' allowances for children and nine of these States also provide allowances for nonworking spouses. These allowances vary by definition of dependent and amount provided. In general, a dependent must be wholly or mainly supported by the claimant or living with or receiving support from him. Although four States relate the allowance to prior earnings, it is usually a fixed amount per dependent. Allowances per dependent range from $1 to $82 per week up to maximums of between $3 and $92 per week.

Participation

In calendar year 1982, unemployment compensation was paid to a total of 11,648,448 claimants. In the 13 States that pay dependent allowances, a total of 3,885,092 claimants received unemployment compensation. The number of claimants in these State who received dependent allowances is not available. (Source: Department of Labor.)

Funding (Outlays)

FY 1981	FY 1982	FY 1983 est.
$15.4 billion	$21.3 billion	$29.7 billion

(Total spending for unemployment compensation paid to all claimants in the U.S. The percentage of these funds that helps to support children is not available, although even in States with no dependent allowance, children whose parents receive unemployment compensation would benefit from these funds.

In the 13 States that pay dependent allowances, in calendar year 1982 a total of $8.5 billion was spent for unemployment compensation. The amount spent in dependent allowances in these States is not available. Source: Department of Labor.)

CIVIL SERVICE RETIREMENT (DEPENDENTS BENEFITS)

Program Name

Civil service retirement.

Legislative Authority

Title 5 U.S.C.

Administering Agency

Office of Personnel Management.

Program Description

Cash benefits are paid to the children of deceased civil service employees and deceased civil service annuitants. A child must be unmarried and must be: (1) under age 18; (2) under age 22 if regularly pursuing a full-time course of study; or (3) any age and incapable of self-support. If a civil service employee dies after completing at least 18 months of civilian service, or dies after retiring under the civil service, and is survived by a spouse, each surviving child is entitled to an annuity equal to the smallest of:

1. 60 percent of the annual pay of the employee divided by the number of children;

---

* Prepared by Carolyn Merck, Education and Public Welfare Division.

2. $2,711 per year per surviving child; or

3. $8,133 per year divided by the number of children.

If a civil service employee dies after completing at least 18 months of service, or dies after reiring under the civil service, and is not survived by a spouse, each surviving child is entitled to an annuity equal to the smallest of:

1. 75 percent of average pay divided by the number of children;

2. $3,255; or

3. $9,765 divided by the number of children.

Annuity payments are made directly to the surviving children.

Participation

September 31, 1981--59,016 children.

Funding

In FY 1981 an estimated $140 million was paid to child beneficiaries. 6/

6/ Based on monthly total for September 1981 multiplied by 12 times the average benefit paid to children in that month. Estimated total does not account for beneficiary turnover and cost-of-living allowances made during the year.

VETERANS' DEPENDENCY AND INDEMNITY COMPENSATION*

Program Name

Dependency and indemnity compensation (DIC) for survivors of veterans.

Legislative Authority

38 U.S.C. 410 et seq.; permanently authorized.

Administering Agency

Department of Veterans' Benefits, Veterans Administration.

Program Description

The dependency and indemnity compensation program of the Veterans Administration (VA) provides direct payments to surviving spouses, unmarried children and certain parents of service personnel or veterans who die on or after January 1, 1957 as a result of a service-connected disability. Payments are also made on behalf of veterans who die as a result of nonservice-connected causes if the veteran was totally disabled for a certain period of time prior to death. To qualify for DIC payments, a child must be: (1) under age 18; (2) under age 23 and attending a VA-approved school; or (3) a person incapable of self-support because of a mental or physical defect appearing before age 18.

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* Prepared by Charlotte Fraas, Education and Public Welfare Division.

The rate of monthly DIC payments to a surviving spouse depends upon the deceased veteran's military pay grade. This amount (range is from $445 to $1,139 per month) is increased by $51 per month for every child under age 18, and by other amounts for eligible children 18 and over. The DIC rate for a child alone is $225 per month. This per child rate is somewhat lower when there is more than one child.

Participation

As of the end of May 1983--67,077 children.

Funding

FY 1981	FY 1982	FY 1983
$270.0 million	$282.0 million	$282.0 million

(Outlays for all cases involving at least one child. Includes spending for the adults in these cases.)

VETERANS' NONSERVICE-CONNECTED DEATH PENSION*

Program Name

Nonservice-connected death pension.

Legislative Authority

38 U.S.C. 532 et seq.; permanently authorized.

Administering Agency

Department of Veterans' Benefits, Veterans Administration.

Program Description

Pensions are available as direct payments to needy surviving spouses and unmarried children of deceased wartime veterans. To receive a pension, a child must be: (1) under age 18; (2) under age 23 and attending a VA-approved school; or (3) a person incapable of self-support because of a mental or physical defect appearing before age 18.

The amount of the pension depends upon the type of pension and the countable income of the beneficiary. Persons who became eligible for a pension after December 31, 1978 receive their pension under the "improved pension program."

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* Prepared by Charlotte Fraas, Education and Public Welfare Division.

This program provides an annual pension of $903 for a child alone; and $4,677 for a surviving spouse and child. These amounts are reduced by the annual countable income of the beneficiary on a dollar-for-dollar basis.

As an alternative to the improved pension, surviving spouses and children on the pension rolls on December 31, 1978 could choose to receive a pension under prior law at the rate they were receiving the pension on that date. To receive an "old law" pension, countable income may not exceed $7,651 for a surviving spouse with children or $5,304 for a child alone. Income limitations for the former "section 306" pensions are $8,149 for a surviving spouse with children and $4,952 for a child alone.

Participation

As of the end of May 1983--268,983 children participated.

Funding (Outlays)

FY 1981	FY 1982	FY 1983
$326.0 million	$277.0 million	$235.0 million

(Outlays for all cases involving at least one child. Includes spending for the adults in these cases.)

BLACK LUNG BENEFITS*

Program Name

Federal black lung disability benefits program.

Legislative Authority

Title IV of the Federal Coal Mine Health and Safety Act of 1969, as amended; permanently authorized.

Administering Agency

Social Security Administration, U.S. Department of Health and Human Services; U.S. Department of Labor.

Program Description

Title IV of the Federal Coal Mine Health and Safety Act provides for monthly cash payments to eligible coal miners totally disabled by coal workers' pneumoconiosis ("black lung"), and to their survivors in case of death from black lung.

Cash payments to a disabled miner are increased from the normal 37.5 percent of the salary level of a GS-2 Federal employee, to 56.25 percent with one dependent child (or adult), to 65.625 percent with two dependent children (or adults), and to 75 percent with three or more dependent children (or adults). Payments to surviving spouses are the same as those for disabled miners, including increases for dependent children.

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* Prepared by Joe Richardson, Education and Public Welfare Division.

Payments to surviving children (orphans) are 37.5 percent of the salary of a GS-2 Federal employee in the case of one child, 56.25 percent in the case of two children, 65.625 percent in the case of three children, and 75 percent in the case of four or more children, shared equally if more than one child qualifies.

Benefits on account of or to a child continue until the child reaches age 18 or marries. However, they can continue if the child meets the Social Security Act definitions of student or disability.

As of November 1983, black lung monthly benefit levels are: $304.90 for a miner or one survivor; $457.40 for a miner or survivor with one dependent (or two surviving children); $533.60 for a miner or survivor with two dependents (or three surviving children); and $609.80 for a miner or survivor with three or more dependents (or four or more surviving children).

Participation

FY 1983 (est.)--435,000 adult and child recipients.

Funding (Outlays)

FY 1981	FY 1982	FY 1983
$1.8 billion	$1.7 billion	$1.6 billion

(Spending for children and adults. The percentage of funds that goes to children is not available.)

FEDERAL EMPLOYEES' COMPENSATION PROGRAM

Program Name

Worker's compensation under the Federal Employees' Compensation Act.

Legislative Authority

5 U.S.C. 8101 et seq.; permanently authorized.

Administering Agency

U.S. Department of Labor.

Program Description

The Federal Employees' Compensation Act (FECA) authorizes cash payments to Federal employees suffering from work-related injuries and to surviving dependents of Federal employees who have died from work-related injuries.

The presence of a dependent child acts to increase these cash payments for injured employees and surviving spouses. For injured employees, payments are increased, from the normal 66-2/3 percent of pre-injury pay, to 75 percent, if the injured employee has one or more dependent children. Payments to surviving spouses are increased, from the normal 50 percent of pre-injury pay, to 60 percent if there are two or more dependent children.

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* Prepared by Joe Richardson, Education and Public Welfare Division.

Surviving dependent children (orphans) receive cash payments in their own right if there is not a surviving spouse. A surviving dependent child receives 40 percent of pre-injury pay; two children receive 55 percent, shared equally; three children receive 70 percent, shared equally; and four or more children receive 75 percent, shared equally.

Cash payments to an injured Federal employee on account of a dependent child, to a surviving spouse on account of a dependent child, or to surviving children continue until the child reaches age 18 or marries. However, payments on account of or to a child can continue past age 18 if the child is in school (through age 22) or if the child is incapable of self-support because of a disability.

Participation

As estimated by Department of Labor staff:

- Injured employees: of the average 60,000 injured employees on the FECA rolls in FY 1983, an estimated 80 percent had their basic benefit increased because of a dependent child.
- Surviving spouses and orphans: of the approximately 7,300 survivors on the FECA rolls in FY 1983, an estimated 20 percent were surviving spouses with children, and an estimated 1.5 percent were surviving dependent children (orphans).

Funding

In FY 1983, an estimated $400 million was paid to injured employees with depenedent children, and an estimated $20-$25 million was paid either to surviving spouses with children or to surviving dependent children. (This figure was estimated by the Department of Labor staff.)

MILITARY SURVIVOR BENEFIT PLAN*

Program Name

Survivor Benefit Plan (SBP). 7/

Legislative Authority

10 U.S.C. 1447 et seq.; permanently authorized.

Administering Agency

Office of the Deputy Assistant Secretary of Defense for Military Personnel and Force Management, U.S. Department of Defense. The Military Finance Center of each Service maintains records and distributes annuity checks for the Plan.

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* Prepared by Matthew Maccoby, Foreign Affairs and National Defense Division.

7/ The SBP was enacted in 1972, at which time its predecessor, the Retired Serviceman's Family Protection Plan (RSFPP), ceased to accept participants. The RSFPP continues to pay annuities to eligible survivors of retirees who elected to remain in the RSFPP rather than transfer their membership to the new program.

Program Description

The Survivor Benefit Plan is a voluntary program available upon retirement to members of the military services. 8/ The Plan is designed to provide financial assistance to eligible dependents of deceased military retirees. A retiree who chooses to particpate in the SBP has a portion of his monthly retirement pay deducted by the Government. The amount of the deduction is determined by the level of participation elected by the retiree. These deductions defray approximately 70 percent of the cost of the Plan. When the retiree dies, his beneficiaries receive monthly annuities for as long as they remain eligible.

Spouses are by far the most frequent recipients of SBP annuities. A military retiree may, however, designate a child as his beneficiary under the SBP. A child may become the direct recipient of a SBP annuity in one of three ways:

1. a dependent child may be named as the direct recipient of the annuity by the retiree;
2. a dependent child may receive the annuity when his survivor parent, who was the original recipient of the annuity, dies or becomes ineligible to receive the annuity, and the deceased retiree had indicated that the annuity should be transferred to the child under these circumstances; or
3. a non-dependent child may be named as an insurable interest (see below) by a retiree who, at the time he retires, is not married and has no dependent children. The term "insurable interest," generally includes anyone having a reasonable expectation of financial gain from the continued survival of the participant in the SBP. This automatically includes any relative of the participant closer than a first cousin. An insurable interest receives the annuity for the remainder of his or her life.

8/ Members of the Coast Guard (Department of Transportation) and commissioned officers in the Public Health Service (Department of Health and Human Services) and the National Oceanic and Atmospheric Administration (Department of Commerce) are also eligible to participate in the SBP.

In order to be eligible to receive an annuity under the SBP, a dependent child must meet all three of the following requirements: 9/

1. he must be the natural child, adopted child, stepchild, or foster child of the SBP participant;
2. he must be unmarried; and
3. he must be under 18 years of age; or be under 22 years of age and pursuing a full-time education in an educational institution; or be incapable of supporting himself because of a mental or physical incapacity incurred either before his 18th birthday, or before his 22d birthday while pursuing a full-time education.

Participation

As of September 30, 1982, an estimated 4,534 annuitants defined as children were receiving annuities under the SBP and the RSFPP.

Funding (Outlays)

In FY 1982, an estimated $18.6 million in annuity checks was distributed to child annuitants under the SBP and the RSFPP.

9/ The eligibility requirements for children receiving annuities under the SBP are defined by 10 U.S.C. 1447(5). The eligibility requirements for children receiving annuities under the RSFPP differ slightly.

NUTRITION PROGRAMS

FOOD STAMPS*

Program Name

Food stamp program.

Legislative Authority

Food Stamp Act of 1977 as amended; expires at the end of FY 1985.

Administering Agency

Food and Nutrition Service, U.S. Department of Agriculture; administered at the State and local level by welfare departments.

Program Description

The food stamp program provides a monthly supplement in the form of food stamps to the food purchasing power of low-income individuals and families. Food stamp benefits received are usable to purchase food for home consumption, and in certain cases, prepared meals or food-related items such as seeds and plants for growing food at home. Assistance is provided directly to eligible low-income recipients through local welfare agencies and averages (in FY 1983) about $43 per person per month, although varying by income and household size. Benefit costs and roughly half of the program's administrative costs are financed by the Federal Government, with the remaining costs (half of State and local administrative expenses) financed by States and localities.

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* Prepared by Joe Richardson, Education and Public Welfare Division.

The program's eligibility and benefit rules are federally established and, with few exceptions, are nationally uniform. Eligibility depends on a household's income and liquid assets, although adult household members aged 18 through 59 must register for, seek, and accept suitable employment unless disabled, already employed, or caring for a disabled or very young dependent. Generally, the program aims at assisting households with gross monthly incomes below 130 percent of the Federal poverty level, and few categorical rules, such as disability status or age, are applied.

Beginning in FY 1982, the food stamp program in Puerto Rico was replaced by a nutritional assistance block grant that grants benefits in cash.

Participation

In FY 1982, approximately 56 percent of participating food stamp households contained children under age 18; of all participants, 47 percent were children under age 18.

Funding

FY 1981	FY 1982	FY 1983
$11.3 billion	$11.2 billion	$12.8 billion

(Spending for children and adults. The percentage of funds that goes to children is not available. For fiscal years 1982 and 1983, includes funding for a nutritional assistance block grant to Puerto Rico.)

NATIONAL SCHOOL LUNCH PROGRAM*

Program Name

National school lunch program.

Legislative Authority

National School Lunch Act of 1946, as amended; permanently authorized.

Administering Agency

Food and Nutrition Service, U.S. Department of Agriculture; State education agencies; local education or school food service agencies.

Program Description

The national school lunch program is designed to assist States in providing nutritious and economical lunches to children in public and certain private nonprofit elementary and secondary schools and residential child care institutions. Federal financial and commodity assistance is provided to States on the basis of a legislatively mandated reimbursement for each meal served. The amount of the Federal reimbursement, or subsidy, varies according to the family income of the child receiving the lunch, although all meals are subsidized at a basic reimbursement rate regardless of the income status of the participant.

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* Prepared by Jean Yavis Jones, Education and Public Welfare Division.

Under sec. 4 of the National School Lunch Act, which is the original portion of the program, all school lunches meeting U.S. Department of Agriculture (USDA) nutrition requirements are reimbursed at a minimal cash and commodity assistance rate. Additionally, more generous, subsidies are made available under sec. 11 of the Act for free and reduced price lunches served to low-income children. Income eligibility for free lunches is set at 130 percent of the Office of Management and Budget (OMB) poverty level; for reduced price lunches eligibility is over 130 and up to 185 percent of this poverty level.

All children in participating institutions are eligible to receive a subsidized lunch. Children who meet the income eligibility criteria may receive free or reduced price lunches, and schools receive the basic sec. 4 reimbursement plus the appropriate free or reduced price (sec. 11) reimbursement for these lunches. The total reimbursement for reduced price lunches is set at 40 cents less than that for free lunches, and schools may charge students up to 40 cents for reduced price lunches. No charge is permitted for free lunches. Schools may set any charge for non-income tested, or so-called "paid lunches." This charge may be set so as to help schools defray the uncovered costs of free or reduced price lunches, but may not be set at a level which would allow any school to make a profit on their overall meal service program.

Reimbursement rates are automatically indexed to inflation and are adjusted each July 1 to reflect changes in the consumer price index for food away from home for the most recent 12 month period for which data are available. All public schools meeting the USDA nutritional and other regulatory requirements may participate in the program. Private nonprofit schools may participate in the program only if their average annual tuition does not exceed $1,500. States are required to contribute from their own revenues an amount of funds that is equal to 30 percent of the amount of Federal funds they received under sec. 4 for the school year that began July 1, 1980.

Participation

For FY 1982, the average participation in the school lunch program was 22.9 million children. Of those participating in FY 1982, an average of 11.4 million children received free or reduced price lunches and 11.5 million received paid lunches.

Funding (Outlays)

	FY 1981	FY 1982	FY 1983 est.
Paid	$ 395.2 million	$ 221.9 million	$ 222.6 million
Free/reduced price	1,975.3 million	1,823.4 million	2,044.8 million
TOTAL	$2,370.5 million	2,045.3 million	2,267.4 million

(The totals do not include mandated commodity assistance which totaled $632.0 million in FY 1981, $439.2 million in FY 1982, and estimated $459.6 million in FY 1983.)

SCHOOL BREAKFAST PROGRAM*

Program Name

School breakfast program.

Legislative Authority

Child Nutrition Act of 1966, as amended; permanently authorized.

Administering Agency

Food and Nutrition Service, U.S. Department of Agriculture; State education agencies; local education agencies or school food authorities.

Program Description

The school breakfast program is designed to assist States in providing economical and nutritious breakfasts to children in schools and residential child care institutions. Federal financial assistance is provided to States on the basis of a legislatively mandated cash reimbursement for each breakfast served. Free or reduced price breakfasts are required to be made available to low-income children, and income eligibility criteria for such breakfasts are set at the same levels as those for free and reduced price lunches—at or below 130 percent of the OMB poverty level for free breakfasts over 130 and up to

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* Prepared by Jean Yavis Jones, Education and Public Welfare Division.

185 percent of this level for reduced price breakfasts. Federal reimbursements for free and reduced price breakfasts are considerably higher than the reimbursements available for breakfasts served to children who do not qualify for free or reduced price breakfasts. The latter, so-called "paid reimbursements" are available without regard to the family income of the child receiving the breakfast. In certain schools where significant proportions of students are income eligible for free and reduced price meals, a higher, so called "severe need" reimbursement is provided for each free and reduced price breakfast.

No charge is permitted to be made for breakfasts that are subsidized at the free rate; however, schools may charge students up to 30 cents for reduced price breakfasts, which is the difference between the Federal free and reduced price reimbursement rate. There is no specific limit set on how much a school may charge for so-called "paid" breakfasts. Schools may set prices that are higher than their costs for such paid breakfasts to assist in meeting uncovered costs for free and reduced price breakfasts. However, schools may not make an overall profit on their breakfast programs.

Federal reimbursement rates for school breakfasts are automatically adjusted each July 1 to reflect increases in the consumer price index for food away from home. All public schools and residential child care institutions and private schools charging average annual tuitions of less than $1,500 per year are eligible to participate in the school breakfast program. There is no matching requirement.

Participation

In FY 1982 an average of 3.32 million children participated in the breakfast program. Of those participating, approximately 3 million children (or about 90 percent) received free or reduced price breakfasts and 360,000 received paid breakfasts.

Funding (Outlays)

FY 1981	FY 1982	FY 1983 est.
$339.1 million	$320.1 million	$327.0 million

CHILD CARE FOOD PROGRAM*

Program Name

Child care food program.

Legislative Authority

National School Lunch Act of 1946, as amended; permanently authorized.

Administering Agency

Food and Nutrition Service, U.S. Department of Agriculture; State education agencies or other agencies designated by the Governor or USDA regional offices (in FY 1983, 41 State education agencies, 5 alternate agencies and 10 USDA regional offices); local child care sponsoring agencies.

Program Description

The child care food program was designed to assist States in providing nutritious meals to children in day care centers, family and group day care homes and Head Start centers. Federal financial assistance is provided for up to two meals (lunch and either breakfast or supper) and a snack. For day care centers, the amount of financial assistance varies according to the type of meal (i.e., breakfast, lunch and supper, or snack) and according to the family income of the participating child. Federal payments are made according to a legislatively mandated reimbursement per meal, which is higher for free and reduced price meals or snacks served to low-income children (at or below 130 percent of OMB poverty level for free meals and above 130 but not more than 185 percent of poverty level for reduced price meals). Additional, mandated commodity assistance is also provided for each lunch served.

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* Prepared by Jean Yavis Jones, Education and Public Welfare Division.

Federal payment rates for meals served in family day care homes vary only according to the type of meal. These rates are slightly lower than the free rates and higher than the reduced price rates set for the regular child care center meals. There is no individual income test for receipt of meals in family day care homes, except that no child of a provider (i.e., the person operating the day care home) whose income exceeds 185 percent of the poverty level may receive a federally subsidized meal.

All public and nonprofit child care organizations and certain for-profit child care centers offering nonresidential child care services may participate in the program. All such organizations must meet the licensing or other requirements of the State and provide meals that meet USDA nutrition and other requirements in order to receive Federal reimbursements. For-profit organizations may qualify for child care food program participation only if at least 25 percent of the children for whom they provide services are having such services compensated under title XX of the Social Security Act (social services block grant, see p. 63). Meal service under the child care food program is limited to children aged 12 and under, unless they are migrants (age 15 and under) or handicapped (no age limit).

The Federal reimbursements provided for meals served under this program are automatically adjusted for inflation each July 1 to reflect changes in the consumer price index series for food away from home. Federal payments for administrative expenses are also made available.

Participation

During FY 1982, in the peak month of participation 901,000 children participated in the child care food program. Of these, 621,000 children participated in child care centers, 493,000 (about 80 percent) of whom received free or reduced price meals. Approximately 280,000 children (or just over 30 percent of all children participating) received subsidized meals through family day care homes.

Funding (Outlays)

	FY 1981	FY 1982	FY 1983 est.
Child care centers	$179.2 million	$186.5 million	$200.5 million
Family day care homes	103.5 million	86.0 million	128.3 million
TOTAL	$282.7 million	$271.5 million	$328.8 million

SUMMER FOOD SERVICE PROGRAM*

Program Name

Summer food service program.

Legislative Authority

National School Lunch Act of 1946, as amended; expires at the end of FY 1984.

Administering Agency

Food and Nutrition Service, U.S. Department of Agriculture; State education agencies, or other agencies designated by the Governor, or Food and Nutrition Service regional office; local education or school food services agencies or local government agencies.

Program Description

The summer food service program provides funds to assist States in meal service for children from low-income areas during the summer months. Only service institutions located in areas where 50 percent or more of the children are from families with incomes at or below 185 percent of the poverty level may participate in the program. Eligible service institutions are limited to schools, local, municipal, or county government organizations, and public and nonprofit private summer camps. Federal funds are provided in the form of cash and commodity payments for each meal served. These are set by law and annually adjusted for inflation. Up to two meals a day (lunch or either breakfast or a snack) are served free to all participants. The program operates only during the summer months, and there is no individual income test for participants.

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* Prepared by Jean Yavis Jones, Education and Public Welfare Division.

Participation

In July 1982, just over 1.4 million children participated in the program.

Funding (Outlays)

FY 1981	FY 1982	FY 1983 est.
$104.4 million	$62.0 million	$100.3 million

COMMODITY ASSISTANCE FOR CHILD NUTRITION PROGRAMS*

Program Name

Commodity assistance for child nutrition programs.

Legislative Authority

National School Lunch Act of 1946, as amended, sec. 6 and 14; sec. 14 authority expires at the end of FY 1984.

Administering Agency

Food and Nutrition Service, U.S. Department of Agriculture; State agencies which enter into distribution agreements with the USDA.

Program Description

Commodity assistance for the school lunch, child care food and summer food service program provides a guaranteed level of commodity support to these programs through a legislatively mandated rate of assistance for each lunch served. This per meal rate of assistance is annually adjusted to reflect inflation and is used to determine the full amount of commodities to which a State is entitled. The full level of assistance is determined by multiplying the total number of lunches to be served by the mandated per meal rate of assistance. Based on their level of assistance, each State requests the amount and type of commodities that they plan to use in their meal service programs. Such commodities include surplus commodities (usually perishable commodities including meats and fruits and vegetables) and price-support commodities (nonperishable commodities such as dairy products and grains). The commodities made available to States may be items held or required to be purchased by the USDA under its surplus removal and price support activities, or purchased specifically for the purpose of meeting the mandated commodity assistance level required for child nutrition programs. Commodity assistance is provided without respect to the income of the child participating in the meal service program. Child care programs have the option of receiving the cash value of mandated commodities if they are not able to accommodate their use. Additional, so called "bonus commodity" assistance may be made available to States for child nutrition programs at the discretion of the Secretary of Agriculture. Bonus commodities are food items which are distributed over and above the mandated commodities provided for child nutrition programs. These usually consist of items which the USDA holds in large quantities (e.g., dairy products) or which must be purchased by USDA for unexpected surplus removal reasons.

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* Prepared by Jean Yavis Jones, Education and Public Welfare Division.

Participation

In FY 1982, commodity assistance was made available for meals served to approximately 23.1 million children in the school lunch program, 0.9 million children in the child care food program, and 1.4 million children in the summer food service program.

Funding (Outlays)

	FY 1981	FY 1982	FY 1983 est.
Mandated commodities	$632.0 million	$439.2 million	$459.5 million

SPECIAL MILK PROGRAM*

Program Name

Special milk program.

Legislative Authority

Child Nutrition Act of 1966, as amended; permanently authorized.

Administering Agency

Food and Nutrition Service, U.S. Department of Agriculture; State education agencies or Food and Nutrition Service regional offices (the regional offices administered the program in 19 States in FY 1982); local education agencies or school food service agencies.

Program Description

The special milk program provides Federal funds to assist States in providing milk to children in schools and institutions that do not participate in meal programs authorized under the National School Lunch and Child Nutrition Acts. Federal funds are provided in the form of legislatively mandated reimbursements for each half-pint of milk served. Milk is available to all children at a regular, or so-called "paid rate." Additionally, if a school chooses to offer the option, free milk may be served, at no cost, to children whose family income is at or below 130 percent of the OMB poverty level. The Federal Government pays the full cost of free milk served to such children.

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* Prepared by Jean Yavis Jones, Education and Public Welfare Division.

Participation

In FY 1982, 207 million half-pints of milk were served to children participating in the special milk program. Of this amount, 12.5 million half-pints were provided free to low-income children. (No data are available on the number of children served.)

Funding (Outlays)

FY 1981	FY 1982	FY 1983 est.
$118.8 million	$19.5 million	$20.2 million

SPECIAL SUPPLEMENTAL FOOD PROGRAM FOR WOMEN, INFANTS, AND CHILDREN*

Program Name

Special supplemental food program for women, infants, and children (WIC).

Legislative Authority

Child Nutrition Act of 1966, as amended; expires at the end of FY 1984.

Administering Agency

Food and Nutrition Service, U.S. Department of Agriculture; State health departments and recognized Indian groups; local health agencies.

Program Description

The special supplemental food program for women, infants and children distributes Federal funds to States and certain recognized Indian tribes or groups to provide supplemental foods to low-income, postpartum, and nursing mothers, and infants and children up to age 5 who are diagnosed as being at nutritional risk. The program operates out of local health agencies or community agencies providing access to health care. Funds are used to pay the cost of specified nutritional foods provided to WIC participants; to assist in meeting administrative costs associated with program operation; and to provide participants with nutrition education. Food benefits provided under the program are provided monthly and consist of specified items which vary in type and quantity according to the nutritional needs of the participant. These consist largely of dairy products, cereals, fruit and vegetable juices and infant formula. Participants either receive the food from the local agency, or purchase it from a retail outlet through the use of a voucher issued by the local agency. This voucher specifies the items and quantities which may be purchased by the participant, and is the most common form of food delivery in the WIC program. Participants must show evidence of nutritional deficiency and have an income that is no higher than 185 percent of the poverty level in order to be eligible for the program. States may set income criteria that are lower than 185 percent of the poverty level; however, such criteria may not be set at less than 100 percent of this level. In FY 1982, the nationwide average monthly food benefit provided to a participant was $29.25.

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* Prepared by Jean Yavis Jones, Education and Public Welfare Division.

Participation

In FY 1982, the program participation reached a level of just over 2.4 million women, infants, and children, with an average of 2.2 million persons participating monthly. Of the average monthly participants, 1.1 million were children, 477,000 were pregnant or postpartum mothers, and 623,000 were infants.

Funding (Outlays)

FY 1981	FY 1982	FY 1983 est.
$887.6 million	$904.7 million	$1,160.0 million

(Spending for children and adults. The percentage of funds that goes to children is not available.)

COMMODITY SUPPLEMENTAL FOOD PROGRAM*

Program Name

Commodity supplemental food program (CSFP).

Legislative Authority

Agriculture and Food Act of 1981; expires at the end of FY 1985.

Administering Agency

Food and Nutrition Service, U.S. Department of Agriculture; State commodity distributing agencies or recognized Indian tribes, bands, or groups; local health facilities or agencies which provide health services to low-income persons.

Program Description

The commodity supplemental food program provides federally purchased commodities to States which in turn distribute these commodities to low-income pregnant, postpartum, and nursing mothers, and infants and children up to age 6 who are vulnerable to malnutrition. Foods provided under the program consist of an array of USDA commodities which include surplus cheese, nonfat dry milk, canned fruits and vegetables and juices, canned beef, peanut butter, and cereal. As with the WIC program, the kinds and amounts of food provided vary according to the recipient. Participants must come to the distribution center to pick up their food. There is no Federal income eligibility requirement, but States must set specific criteria to be used to certify eligibility. Federal funds, equal to 15 percent of the value of the commodities provided, are provided to States to administer the program. No person may participate in both the CSFP and the WIC program at the same time.

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* Prepared by Jean Yavis Jones, Education and Public Welfare Division.

Participation

In FY 1982, an average of 126,365 participants received food packages under the CSFP. The program operated in 25 project areas; 26,110 of the participants were women, 23,837 were infants, and 76,418 were children.

Funding (Outlays)

FY 1981	FY 1982	FY 1983
$27.0 million	$29.4 million	$32.6 million

(Value of commodities plus administrative funds. Spending for children and adults. The percentage of funds that goes to children is not available.)

SOCIAL SERVICES PROGRAMS

SOCIAL SERVICES BLOCK GRANT*

Program Name

Social services block grant.

Legislative Authority

Title XX of the Social Security Act; permanently authorized.

Administering Agency

Office of Human Development Services, U.S. Department of Health and Human Services; State social service agencies.

Program Description

Under the social services block grant, States receive Federal funds to provide various social services to their citizens; funds are distributed to States according to their relative population. Within broad Federal guidelines, States are free to design their own programs, establish their own income eligibility criteria, and develop their own priorities for use of funds. Prior to

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* Prepared by Karen Spar, Education and Public Welfare Division.

FY 1982, States were required to furnish non-Federal matching funds and to observe federally established income criteria and priorities for certain population groups, such as welfare recipients. Day care provided to children, which traditionally has been the single largest service funded under title XX, also had to meet certain Federal requirements prior to FY 1982. However, the Omnibus Budget Reconciliation Act of 1981 eliminated most Federal regulation of the title XX program and transferred maximum decision-making authority to the States.

In FY 1982, services provided by most States included child day care, protective and emergency services for children and adults, counseling, family planning, home-based services such as homemaker and chore services, information and referral, and adoption and foster care services.

Participation

FY 1980 (most recent year for which data are available)--7.0 million primary recipients. 10/

No information is available on the percent of total primary recipients who were children.

Funding

FY 1981	FY 1982	FY 1983
$3.0 billion	$2.4 billion	$2.675 billion

(Combined funding for title XX services and training.)

These figures represent total Federal funding for social services to adults and children. No breakdown is available on the percentage of these

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10/ Primary recipient--an individual for whom a specific service goal is established and to whom services are provided to help achieve the goal.

total appropriations which were used to benefit children. However, the Department of Health and Human Services estimates that in FY 1980, 39 percent of total title XX expenditures were for services provided exclusively to children and youth.

DAY CARE PROGRAMS (UNDER EMPLOYMENT PROGRAMS FOR AFDC RECIPIENTS)*

Program Names

Work Incentive (WIN) program, community work experience program (CWEP), and employment search for AFDC recipients.

Legislative Authority

Title IV of the Social Security Act, as amended; permanently authorized.

Administering Agencies

See individual program descriptions.

Program Descriptions

Under title IV of the Social Security Act, States are authorized to establish several different training and employment programs for recipients of Aid to Families with Dependent Children. The following programs allow funds to be used for day care:

Work Incentive Program--The Work Incentive program is charged with the responsibility of administering the AFDC work registration requirement, and with providing employment, training and supportive services for AFDC recipients who need these services in order to find jobs. Day care is one of the major supportive services provided by the WIN program. In addition, States may use WIN training money to train AFDC recipients as child care workers. The program is supported by 90 percent Federal matching funds, which the States must match with 10 percent in cash or in kind. WIN is administered jointly at the Federal level by the Department of Health and Human Services and the Department of Labor. At the State level it is administered jointly by the welfare (or social service) agency and the State employment service. State welfare agencies are also authorized to operate 3-year demonstration programs as alternatives to the current WIN program. The demonstration authority gives States until June 30, 1984, to exercise their option to operate a WIN demonstration program. The WIN demonstration statute includes broad waiver authority designed to encourage States to develop innovative employment and training programs. These may include day care-related programs.

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* Prepared by Margaret Malone, Education and Public Welfare Division.

Community Work Experience Program--States are authorized to operate community work experience programs (CWEP, sometimes referred to as "workfare") and to require AFDC recipients to participate in these programs as a condition of eligibility. These programs must be designed to improve the employability of participants through actual work experience and training, and to enable individuals to move into regular employment. AFDC recipients may be required to work in day care facilities under a State's CWEP program. Fifty percent Federal matching is available for administrative costs of a State's CWEP program. These costs (for day care, transportation, etc.) may include amounts paid to participants which are reasonably necessary and directly related to participation in CWEP, but not in excess of $25 per month per participant. In addition, limited research grants are being made available to States to demonstrate techniques for directly or indirectly using CWEP participants in meeting the day care needs of other AFDC recipients and in providing to CWEP participants employment experience and skill development in the provision of day care services. The community work experience program is administered at the Federal level by the Department of Health and Human Services, and at the State level by the welfare agency.

Employment Search--States are also authorized to require AFDC applicants and recipients to participate in employment search programs administered through the State welfare agency. Participants in employment search programs must be furnished transportation and other services (including day care) or paid amounts to cover expenses reasonably incurred in meeting employment search requirements, if these expenses are necessary to enable the individual to participate. Federal matching of 50 percent is available to pay the cost of State employment search programs.

Participation

Not available.

Funding

Work Incentive Program--FY 1981, $50 million spent on day care services.

Community Work Experience Program--Not available.

Employment Search--Not available.

CHILD CARE--APPALACHIAN REGIONAL COMMISSION*

Program Name

Jobs and private investment program.

Legislative Authority

Appalachian Regional Development Act of 1965, as amended. Authorizing legislation expired at the end of FY 1982. 11/

Administering Agency

Appalachian Regional Commission

Program Description

Between 1971 and 1982, the Appalachian Regional Commission's (ARC) child development program supported a wide range of child care and other children's services, such as health and special education services, in the Appalachian region. Beginning in 1983, the child development component of ARC's program was narrowed to address only employment-related child care needs through the jobs and private investment program.

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* Prepared by Jan Fowler, Education and Public Welfare Division.

11/ The Appalachian Regional Commission's activities were extended by appropriations legislation in FY 1983 (P.L. 97-377) and FY 1984 (P.L. 98-80). As of November 1983, Congress had not passed legislation to extend the ARC's authorization.

In 1982 and 1983 the ARC worked with States in the Appalachian area to determine the need for employment-related child care and the options for providing it. Beginning in FY 1983, the ARC has accepted applications from private nonprofit organizations for funds to establish or expand a child care operation in conjunction with a business or industry. These grants go directly to the child care provider to cover organizational start-up costs; in most cases funding lasts for only 1 year. Funds are provided by the ARC and are distributed through the Administration for Children, Youth and Families in the Department of Health and Human Services. Commission funds are permitted to cover only 50 percent of project costs; the remaining share may be locally provided or may comprise other Federal funds where permissible.

Participation

FY 1983--Eight grants awarded (the first year of the program).

Funding

FY 1981	FY 1982	FY 1983 est.
-0-	-0-	$2.0 million

(This program did not begin until FY 1983.)

HEAD START[*]

Program Name

Head Start.

Legislative Authority

Head Start Act of 1981; expires at end of FY 1984.

Administering Agency

Administration for Children, Youth and Families, Office of Human Development Services, U.S. Department of Health and Human Services; administered at the local level by Head Start agencies.

Program Description

Head Start provides educational, social, medical, and nutritional services to low-income preschool children, usually between the ages of 3 and 5. Funds are allocated by State, but are distributed in the form of competitive grants to local Head Start agencies. The Federal share is 80 percent; grantees may provide their 20 percent share in cash or in kind, by providing space, volunteers, or other forms of support. The Secretary is authorized to waive the matching requirement and allow a higher Federal share.

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[*] Prepared by Jan Fowler, Education and Public Welfare Division.

The goal of Head Start is to bridge the gap in early childhood development that is thought to exist between economically disadvantaged children and their more advantaged peers, so that they can begin their formal education on a more equal basis. To be eligible for Head Start, children must live in families with an income at or below the OMB poverty guidelines; at grantee option, however, up to 10 percent of participating children may be from nonpoor families. In addition, at least 10 percent of children served by Head Start must be handicapped. Along with approximately 1,200 regular centers across the country, Head Start funds approximately 25 migrant programs and 95 Indian programs. There are also around 30 parent child centers, which provide services to infants 0 through age 3, and their parents and older siblings.

Participation

FY 1982--390,000 children.

Funding

FY 1981	FY 1982	FY 1983
$819.0 million	$912.0 million	$912.0 million

CHILD WELFARE SERVICES*

Program Name

Child welfare services.

Legislative Authority

Title IV-B of the Social Security Act, as amended; permanently authorized.

Administering Agency

Administration for Children, Youth and Families, Office of Human Development Services, U.S. Department of Health and Human Services; administered at the State level by the State child welfare agencies.

Program Description

Under the child welfare services program, States receive Federal matching funds for the provision of child welfare services to children and their families, without regard to income. By law, the Federal share is 75 percent, but the States spend considerably more than their required 25 percent match for services under this program. In FY 1982, the Department of Health and Human Services estimated that the Federal child welfare services program provided 17 percent of total State spending in this area. The majority of child welfare services funds (Federal and State combined) is spent on foster care maintenance; family counseling and rehabilitation, adoption subsidies and services, and child protection services are also funded by this program. Funds are distributed to States on the basis of population under age 21 and per capita income. Program regulations authorize but do not require States to serve children up to age 21.

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* Prepared by Jan Fowler, Education and Public Welfare Division.

Participation

Because of the minimal reporting requirements under this program, there are no reliable data on the number of children served. During the 1970s an estimated 200,000 to 300,000 children annually received services funded by the Federal-State child welfare services program.

Funding

FY 1981	FY 1982	FY 1983
$163.5 million	$156.3 million	$156.3 million

FOSTER CARE*

Program Name

Foster care.

Legislative Authority

Title IV-E of the Social Security Act, as amended; permanently authorized.

Administering Agency

Administration for Children, Youth and Families, Office of Human Development Services, U.S. Department of Health and Human Services; administered at State level by State child welfare agencies.

Program Description

The Aid to Families with Dependent Children foster care program provides matching funds to the States for maintenance payments for AFDC-eligible children up to age 18 who are in foster care. Payments may be made for foster children in foster family homes and in child care institutions. The matching rate for a given State is that State's Medicaid matching rate; nationally this rate averages approximately 54 percent. By law, States are required to have a case plan and regular case reviews for each foster child and must set goals establishing a maximum figure for the number of children in foster care for more than 2 years. States must also provide preventive and reunification services for each foster child.

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* Prepared by Jan Fowler, Education and Public Welfare Division.

Participation

FY 1982--the average monthly total of children served was estimated to be 98,000.

Funding

FY 1981	FY 1982	FY 1983
$349.0 million	$300.0 million	$395.0 million

ADOPTION ASSISTANCE*

Program Name

Adoption assistance.

Legislative Authority

Title IV-E of the Social Security Act, as amended; permanently authorized.

Administering Agency

Administration for Children, Youth, and Families, Office of Human Development Services, U.S. Department of Health and Human Services; administered at State level by State child welfare agencies.

Program Description

This program provides matching funds to the States, at the Medicaid matching rate (54 percent, nationally), for payments to parents who adopt an AFDC- or SSI-eligible child with "special needs." A child with special needs is defined as a child who is free for adoption and who has a specific condition, such as ethnic background, age, membership in a sibling group, or mental or physical handicap, which prevents him or her from being placed without assistance payments. The amount of the payments is to be based on the economic circumstances of the adoptive parents and the needs of the child, but cannot exceed the amount the child was receiving as a foster child. Payments can continue until the child reaches the age of 18, or in some cases 21.

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* Prepared by Jan Fowler, Education and Public Welfare Division.

This program was established in 1980. All States participated in the program beginning in FY 1983.

Participation

In FY 1982, with 15 States participating in the program, 1,400 children were placed.

Funding

FY 1981	FY 1982	FY 1983
$5.0 million	$5.0 million	$5.0 million

ADOPTION OPPORTUNITIES*

Program Name

Adoption opportunities program.

Legislative Authority

Title II of Child Abuse Prevention and Treatment and Adoption Reform Act, as amended; expired at the end of FY 1983. 12/

Administering Agency

Administration for Children, Youth and Families, Office of Human Development Services, U.S. Department of Health and Human Services.

Program Description

The adoption opportunities program sponsors various projects to facilitate and encourage the adoption of children with special needs, that is, children who are considered hard to place for adoption due to race, age, or handicap. Projects supported by this program include a national adoption information exchange to link prospective adoptive parents with children who are free for adoption; 10 regional resource centers that provide training, technical assistance, and information to groups and individuals who are interested in adopting special needs children; and grants to agencies and universities to assess and study the issues and techniques of special needs adoptions.

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* Prepared by Jan Fowler, Education and Public Welfare Division.

12/ As of November 1983, legislation authorizing this program had not yet been enacted. Bills to extend the program through FY 1987 had been reported from the Senate Labor and Human Resources Committee (S. 1003) and the House Education and Labor Committee (H.R. 1904).

Participation

FY 1982--the program provided partial support for the 10 regional resource centers, and awarded 9 additional grants.

Funding

FY 1981	FY 1982	FY 1983
$5.0 million	$1.9 million	$1.9 million

CHILD ABUSE PREVENTION AND TREATMENT PROGRAMS*

Program Names

Child abuse State grants and child abuse discretionary activities.

Legislative Authority

Child Abuse Prevention and Treatment Act, as amended; expired at the end of FY 1983. 13/

Administering Agency

National Center on Child Abuse and Neglect, Administration for Children, Youth and Families, Office of Human Development Services, U.S. Department of Health and Human Services; State grants administered by State child welfare agencies.

Program Description

The Federal child abuse program supports activities intended to prevent, identify, and treat child abuse, child neglect, and child sexual abuse.

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* Prepared by Jan Fowler, Education and Public Welfare Division.

13/ As of November 1983, legislation authorizing this program had not yet been enacted. Bills to extend the program through FY 1987 had been reported from the Senate Labor and Human Resources Committee (S. 1003) and the House Education and Labor Commtitee (H.R. 1904).

Under the State grant program, grants are awarded annually to eligible States and territories to use for any child abuse and neglect-related activities they wish. The law defines child to be a person under age 18. To become eligible for funds, States must meet a number of requirements set forth in the Child Abuse Prevention and Treatment Act, including provisions in State law for mandatory reporting by professionals (physicians, police officers, social workers, etc.) of suspected child abuse, immunity from prosecution for those who report, and prompt investigation of all reports. State grants rarely go into direct services, but are usually used by the State as seed money for innovative approaches to combating child abuse and neglect.

The National Center on Child Abuse and Neglect also awards discretionary grants to public agencies, private nonprofit organizations, and universities for projects related to preventing, identifying, and treating child abuse and neglect. Grants are awarded for (1) research into the causes and consequences of child abuse and neglect; (2) demonstration projects that prevent and treat child abuse and neglect; and (3) the improvement of existing service programs addressing child abuse and neglect.

Participation

Not applicable.

Funding

	FY 1981	FY 1982	FY 1983
State grants	$ 7.0 million	$ 6.7 million	$ 6.7 million
Discretionary grants	16.0 million	9.5 million	9.5 million
TOTAL	$23.0 million	$16.2 million	$16.2 million

DEPARTMENT OF DEFENSE FAMILY ADVOCACY PROGRAM*

Program Name

Department of Defense family advocacy program.

Legislative Authority

Legislative authority for the family advocacy program derives from language included in legislation appropriating funds for the Department of Defense in FY 1982 (P.L. 97-114) and FY 1983 (P.L. 97-377).

Administering Agency

The family advocacy program is administered by each of the military services. The Office of the Assistant Secretary of Defense for Health Affairs (OASD(HA)) has overall responsibility for the program. 14/

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* Prepared by Matthew Maccoby, Foreign Affairs and National Defense Division.

14/ The Coast Guard also participates in the FAP by agreement between the Secretary of Defense and the Secretary of Transportation. Within the Coast Guard, the program is administered by both the Office of Personnel and the Office of Health Affairs. All reference to "military services" in this description include the Coast Guard.

Program Description

In 1981, a Department of Defense Directive established "a coordinated Department of Defense-wide Family Advocacy Program for the prevention, identification, evaluation, treatment, follow-up and reporting" of cases of child abuse and neglect and spouse abuse involving military personnel and their dependents. The directive:

1. defined the program as a rehabilitative, not punitive program;
2. urged the services to cooperate with appropriate State authorities in treating and reporting cases of child abuse and neglect and spouse abuse;
3. required the military services to develop a standardized system for gathering and reporting data pertaining to child abuse and neglect and spouse abuse;
4. established a Military Family Resource Center (MFRC); 15/ and
5. established a Family Advocacy Committee to oversee the program.

Funding for the Family Advocacy Program is divided among the military services. These funds support training personnel, purchasing or leasing equipment, hiring contract social workers, and sponsoring education campaigns, workshops, and other activities. The funding also supports a demonstration project in Hawaii and the MFRC.

15/ The MFRC is currently administered by the YMCA Armed Services Branch In FY 1985, the MFRC will be incorporated into OASD(HA). The MFRC publishes a newsletter for program managers, helps design training packages for military personnel, develops models for treatment programs at the local level, and serves as a resource center for information pertaining to child abuse and neglect and spouse abuse in the military.

Participation

In the first 6 months of FY 1983, the family advocacy program personnel handled an estimated 50,000 reports of child abuse or neglect or spouse abuse involving military personnel and their dependents. Over 5,000 of these reports were substantiated. OASD(HA) estimates that approximately one-half of the substantiated cases involved child abuse or neglect.

Funding

FY 1981	FY 1982	FY 1983
-0-	$5.0 million	$5.1 million

(Spending for activities on behalf of children and adults.)

DEVELOPMENTAL DISABILITIES*

Program Name

Developmental disabilities program.

Legislative Authority

Developmental Disabilities Assistance and Bill of Rights Act; expires at the end of FY 1984.

Administering Agency

Administration on Developmental Disabilities, Office of Human Development Services, U.S. Department of Health and Human Services; at the State level, jointly administered by State Developmental Disabilities Planning Councils (appointed by the Governor) and by a State agency designated by the Governor.

Program Description

The developmental disabilities program supports State grants and discretionary grants to help plan and monitor services, ensure protection of legal and human rights, develop new service approaches, and train personnel to deliver services to the developmentally disabled. The goal of the program is to assist

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*Prepared by Mary F. Smith, Education and Public Welfare Division.

States in assuring that persons with developmental disabilities receive the care, treatment, and other services needed to enable them to achieve their maximum potential. (The term developmental disability means a severe chronic disability that is manifested before age 22, is likely to continue indefinitely, results in substantial functional limitations, and requires lifelong services.)

The program supports activities on behalf of the developmentally disabled through four grant programs: (1) State formula grants for planning and coordinating services, for which the Federal share is 75 percent, except in poverty areas where it is 90 percent (sec. 131); (2) State formula grants for systems that protect and advocate the rights of developmentally disabled persons (sec. 113); (3) discretionary grants for special projects that demonstrate new service techniques (sec. 145); and (4) grants to university-affiliated training projects (sec. 123). The allocation formula for both State grant programs is based on State population, the extent of need for developmental disability services, and relative State financial need.

Child development services are one of the four priority service areas in the State grant program. These include early identification and intervention services, counseling and training of parents, and diagnosis and evaluation of developmental disabilities present in children.

Participation

This program provides planning, service coordination and advocacy which potentially benefit all of the 500,000 developmentally disabled children in the United States.

Funding

	FY 1981	FY 1982	FY 1983
State grants	$42.1 million	$41.4 million	$43.2 million
State grants for protection and advocacy	7.3 million	7.7 million	7.3 million
Special projects	3.5 million	2.4 million	2.5 million
University affiliated facilities	6.5 million	7.2 million	7.5 million
TOTAL	$59.4 million	$58.7 million	$60.5 million

(Spending for children and adults. The percentage of funds that goes to children is not available.)

RUNAWAY YOUTH PROGRAM*

Program Name

Runaway youth program.

Legislative Authority

Runaway and Homeless Youth Act, as amended; expires at the end of FY 1984.

Administering Agency

Administration for Children, Youth, and Families, Office of Human Development Services, U.S. Department of Health and Human Services; administered at local level by program grantees.

Program Description

The runaway youth program funds local facilities providing temporary residential care and counseling for runaway and homeless youth and their families. The program is designed to meet the needs of these youth outside the law enforcement structure and the juvenile justice system. The law does not specify age or other eligibility criteria for the program; the regulations define "youth" as a person under the age of 18. Grants are made directly to the recipient shelter, but funds are allocated by State according to each State's under-18 population. To be eligible for a grant, the applicant must meet a number of statutory requirements concerning location, staff to client ratios administrative procedures, case management, aftercare counseling, and reporting. Funds may be used for acquisition and renovation of existing structres, provision of counseling services, staff training, and operating costs. The Federal share is 90 percent. This program also funds a national toll-free hotline for runaways and their families.

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* Prepared by Jan Fowler, Education and Public Welfare Division.

Participation

FY 1982--166 shelters were funded across the United States. An estimated 44,000 youth resided temporarily in these shelters, and an additional 133,000 youth received nonresidential services such as counseling. The runaway hotline served an additional 200,000 runaways and members of their families.

Funding

FY 1981	FY 1982	FY 1983
$11.0 million	$10.5 million	$21.5 million.

JUVENILE JUSTICE AND DELINQUENCY PREVENTION*

Program Name

Juvenile justice program.

Legislative Authority

Title II of Juvenile Justice and Delinquency Prevention Act of 1974, as amended; expires at the end of FY 1984.

Administering Agency

Office of Juvenile Justice and Delinquency Prevention, U.S. Department of Justice; administered at the State level by State juvenile justice planning agencies.

Program Description

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) provides grants to public and private nonprofit agencies to improve juvenile delinquency prevention and juvenile justice practices. This is achieved by the following means: (1) awarding formula grant funds, which are allocated among the States based on their population under the age of 18; (2) making discretionary grants for special emphasis programs; (3) providing technical assistance; (4) developing and supporting model State legislation for the adoption of standards that are consistent with the mandates of the Act; (5) and disseminating information on the prevention and control of juvenile delinquency.

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* Prepared by Gary Galemore, Government Division.

The goals of the program are to prevent juvenile delinquency; remove juveniles under the age of 18 from adult jails and lock-ups; divert juveniles from the traditional juvenile justice system; provide alternatives to institutionalization; and improve the quality of juvenile justice procedures.

Participation

Not available. (In FY 1983, 45 States participated in the program.)

Funding

FY 1981	FY 1982	FY 1983
$100.0 million	$70.0 million	$70.0 million

ADOLESCENT FAMILY LIFE*

Program Name

Adolescent family life program.

Legislative Authority

Title XX of the Public Health Service Act; expires at the end of FY 1984.

Administering Agency

Office of Adolescent Pregnancy Programs, Office of the Assistant Secretary for Health, U.S. Department of Health and Human Services; administered at local level by program grantees.

Program Description

This program awards grants to public agencies and private nonprofit organizations for projects to prevent adolescent pregnancy and assist pregnant adolescents and adolescent parents. Two types of services may be offered by grantees: (1) care services, for which only pregnant adolescents and adolescent parents are eligible; and (2) prevention services, which are services to prevent adolescent sexual relations and are available to any adolescent. Care services include services such as adoption counseling, referrals to pediatric care and maternity homes, educational and vocational services, child care, homemaking education, and family planning services. Prevention services include educational services to teenagers and their families, intended to prevent or delay sexual relations, and pregnancy testing, nutritional counseling, and transportation (but no family planning services). Under the law, grantees are to give primary emphasis to serving adolescents under age 18. The Federal share of funded projects is 70 percent in the first 2 years, with a decreasing Federal share thereafter.

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* Prepared by Jan Fowler, Education and Public Welfare Division.

The adolescent family life program also funds research projects into the causes and consequences of adolescent pregnancy and parenthood. These projects are 100 percent federally funded.

Participation

FY 1982--50 demonstration grants and 12 research grants awarded.

Funding

FY 1981	FY 1982	FY 1983
-0-	$10 million	$13.5 million

(This program did not begin until 1982.)

INDIAN CHILD WELFARE PROGRAMS*

Program Names

Indian Child Welfare Act; Indian child welfare assistance.

Legislative Authority

Indian Child Welfare Act; Snyder Act; both are permanently authorized.

Administering Agency

Bureau of Indian Affairs, U.S. Department of Interior; administered at local level by Indian tribes and organizations.

Program Description

Title II of the Indian Child Welfare Act authorizes grants to Indian tribes and organizations for Indian child and family programs. Eligible services include, among others: (1) developing a system for licensing and regulating Indian foster and adoptive homes; (2) various kinds of family assistance, such as homemaker services and day care; (3) the hiring of professionals to assist tribal courts in child welfare matters; (4) guidance and legal assistance to Indian families involved in custody proceedings; and (5) adoptive subsidies for Indian children. The grants are 100 percent federally funded, and are intended to help Indian tribes identify and solve Indian child and family problems, particularly those associated with child custody, foster care, and adoption.

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* Prepared by Jan Fowler, Education and Public Welfare Division.

The child welfare assistance program, authorized by the Snyder Act, provides funds to Indian tribes through grants and contracts, for foster and institutional care for dependent and neglected Indian children. The program is 100 percent federally funded.

Participation

FY 1982--the Indian Child Welfare Act funded 163 grants to Indian tribes and organizations. The Indian child welfare assistance program supported an average monthly total of 3,185 Indian children in FY 1982.

Funding

	FY 1981	FY 1982	FY 1983
Indian Child Welfare Act	$ 9.3 million	$ 9.6 million	$ 9.7 million
Snyder Act	13.6 million	11.5 million	14.3 million
TOTAL	$22.9 million	$21.1 million	$24.0 million

FEDERAL ASSISTANCE TO REFUGEES*

Program Names

Refugee resettlement program; Cuban/Haitian entrant program.

Legislative Authorities

Refugee Act of 1980; title V of the Refugee Education Assistance Act of 1980; both expired at the end of FY 1983. 16/

Administering Agency

Office of Refugee Resettlement, Social Security Administration, U.S. Department of Health and Human Services; administered at State level by State child welfare and public assistance agencies.

Program Description

The Federal refugee program and Cuban/Haitian entrant program reimburse States for their share of the costs of AFDC and Medicaid benefits provided to eligible refugee and entrant families for the first 3 years they are in the U.S. (A Cuban/Haitian entrant is defined as either a person who received the formal designation after the Cuban boatlift in 1980, or is any other Cuban or Haitian national who has been paroled into the U.S., or who is otherwise in the U.S. and without final resolution of his or her immigration status.) Needy refugee and entrant families who are not eligible for these programs may receive special cash and medical benefits directly from the Federal refugee or entrant program for up to 18 months. Thereafter, if the refugee family qualifies for a State or local general assistance program, if available, these benefits are reimbursed by the Federal refugee or entrant program for the next 18 months.

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* Prepared by Charlotte Fraas, Education and Public Welfare Division.

16/ As of November 1983, legislation authorizing these programs had not yet been extended. H.R. 3739, extending the programs through FY 1985, had passed the House of Representatives.

The Federal refugee and entrant programs also reimburse States for the non-Federal share of providing child welfare services, including foster care maintenance, to refugee and entrant children for the first 3 years the child is in the U.S. If the child is unaccompanied by a parent or close relative, these reimbursed services, as well as reimbursed health benefits, may be provided until the child reaches age 18, or older, if the State's child welfare service plan so prescribes.

Participation

An estimated 121,500 refugee children were receiving cash assistance under the refugee program as of December 31, 1982. In addition, an estimated 5,000 entrant children were receiving cash assistance on March 31, 1983.

Funding

	FY 1981	FY 1982	FY 1983
Cash Assistance			
--Refugees	$228.9 million	$294.1 million	$239.1 million
--Entrants	56.8 million	63.6 million	10.8 million
Medical Assistance			
--Refugees	$171.1 million	$162.3 million	$109.3 million
--Entrants	26.2 million	29.3 million	4.9 million
TOTAL	$483.0 million	$549.3 million	$364.1 million

(These figures represent obligations for reimbursements to States for benefits provided to all refugees eligible for these benefits, regardless of age. The percentage of funds that goes to children is not available.)

CHILD WELFARE TRAINING*

Program Name

Child welfare training program.

Legislative Authority

Title IV-B, sec. 426 of the Social Security Act, as amended; permanently authorized.

Administering Agency

Administration for Children, Youth and Families, Office of Human Development Services, U.S. Department of Health and Human Services.

Program Description

The child welfare training program awards funds to institutions of higher learning, usually social work schools, for student assistance and curriculum development in the child welfare area. This program also funds various regional training institutes, technical assistance projects, and in-service training programs to assist States in administering Federal child welfare programs. The goal of this 100 percent federally funded program is to support the training of professionals in the child welfare field, both at the college and in-service levels.

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* Prepared by Jan Fowler, Education and Public Welfare Division.

Participation

FY 1982--1,098 students were assisted through traineeships, and 29 schools received teaching grants.

Funding

FY 1981	FY 1982	FY 1983
$5.0 million	$3.8 million	$3.8 million

CHILD WELFARE RESEARCH AND DEMONSTRATION*

Program Name

Child welfare research and demonstration program.

Legislative Authority

Title IV-B, sec. 426 of the Social Security Act, as amended; permanently authorized.

Administering Agency

Administration for Children, Youth and Families, Office of Human Development Services, U.S. Department of Health and Human Services.

Program Description

This program awards grants to universities, public agencies, and private nonprofit organizations for projects in the child welfare area. Program priorities include broad areas such as helping to improve agency efficiency and program evaluation, and specific projects to assist particular groups, such as abused children, disadvantaged unemployed youth, and children and youth in foster care. Child welfare research and demonstration funds also help to support 10 resource centers that provide assistance to States and organizations in the areas of general child welfare, child abuse, and adoption. The program is 100 percent federally funded.

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* Prepared by Jan Fowler, Education and Public Welfare Division.

Participation

FY 1982--54 grants were awarded.

Funding

FY 1981	FY 1982	FY 1983
$11.0 million	$10.6 million	$10.6 million

FOSTER GRANDPARENT PROGRAM*

Program Name

Foster grandparent program.

Legislative Authority

Domestic Volunteer Service Act of 1973; expired at the end of FY 1983. 17/

Administering Agency

ACTION.

Program Description

This program provides part-time volunteer opportunities for low-income persons 60 years and over to provide supportive services to children with physical, mental, emotional, or social disabilities. ACTION awards funds to sponsoring agencies on a project grant basis. These agencies place foster grandparents in nonprofit settings such as schools, hospitals, day care centers, and institutions for the mentally or physically handicapped. The foster grandparents work with children who are under 21 years old, except that the law allows a foster grandparent to continue working with a mentally retarded child over 21 as long as the child was receiving services prior to that age. Foster grandparents provide services 20 hours a week on a one-to-one basis to three to four children.

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* Prepared by Carol O'Shaughnessy, Education and Public Welfare Division.

17/ As of November 1983, legislation reauthorizing this program had not yet been enacted. Bills to extend the program had been passed by both houses (S. 1129 by the Senate and S. 1129, as amended, by the House).

Federal funds generally cover 90 percent of project costs, although the Director of ACTION is authorized provide funds in excess of 90 percent. Many States have appropriated State funds to expand the foster grandparent program beyond the level of support provided by the Federal Government.

In order to participate in the program, persons serving as foster grandparents may not have an income exceeding 125 percent of the poverty level, or the amount of the Federal SSI payment plus the amount each State supplements SSI, whichever is higher. Foster grandparents receive a stipend of $2.00 per hour, transportation assistance, an annual physical examination, private accident and liability insurance, a meal on service days, and recognition for their activities.

Participation

FY 1983--the program awarded 244 grants. An estimated 18,100 foster grandparents assisted approximately 63,300 children daily.

Funding

FY 1981	FY 1982	FY 1983
$48.4 million	$46.1 million	$48.4 million

EDUCATION AND TRAINING PROGRAMS

COMPENSATORY EDUCATION FOR DISADVANTAGED CHILDREN*

Program Name

Compensatory education for disadvantaged children.

Legislative Authority

Chapter 1, Education Consolidation and Improvement Act of 1981 (title V, subtitle D of the Omnibus Budget Reconciliation Act of 1981, P.L. 97-35); expires at end of FY 1987.

Administering Agency

Office of Elementary and Secondary Education, U.S. Department of Education; State and local education agencies.

Program Description

Two major types of programs are authorized under chapter 1 of the Education Consolidation and Improvement Act (ECIA): local education agency (LEA) programs and State agency programs. Most program funds are distributed under the LEA programs, wherein compensatory education services are provided to educationally disadvantaged children attending local public and private schools. Funds are distributed to and within LEAs based primarily on the number of children from poverty families. However, within schools selected for program participation, the eligibility of children for chapter 1 services is determined solely on the basis of educational disadvantage, not income.

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* Prepared by Wayne Riddle, Education and Public Welfare Division.

The Department of Education (ED) has estimated that 75 percent of chapter 1 LEA grants are used for basic instructional services--the remainder for related services, administration, and minor construction. Approximately 78 percent of LEA program participants receive compensatory reading instruction, while 46 percent receive supplementary mathematics instruction.

The State agency programs provide funds to State agencies directly responsible for certain types of disadvantaged children: handicapped, migratory, and neglected or delinquent children. As with the LEA grant program, funds are used for compensatory education and related services for these specific groups of disadvantaged children served by State agencies.

Finally, chapter 1 also authorizes much smaller programs of grants for State administration (1 percent of the State's chapter 1 grant, or a minimum of $225,000), plus evaluation and studies of the effectiveness of chapter 1 activities.

Participation

According to ED, for the 1982-83 school year between 4.5 and 5.5 million children were served by chapter 1 LEA programs, and approximately 758,000 children were being served by chapter 1 State agency programs. Of the LEA program participants, it is estimated that 4 percent attend non-public schools.

Funding

FY 1981	FY 1982	FY 1983
$3.1 billion	$3.0 billion	$3.2 billion

EDUCATION BLOCK GRANT*

Program Name

Education block grant.

Legislative Authority

Chapter 2, Education Consolidation and Improvement Act of 1981 (title V subtitle D of Omnibus Budget Reconciliation Act of 1981, P.L. 97-35); expires at the end of FY 1987.

Administering Agency

U.S. Department of Education; State education agencies; local education agencies and other recipients.

Program Description

The education block grant offers grants to State and local education agencies that may be expended for more than 40 educational activities previously authorized by programs consolidated into the block grant. These activities include basic skills development, educational improvement and support services, and special projects. At least 80 percent of the funds received by States must be allocated to local education agencies. Not more than 6 percent of total appropriations may be reserved by the Secretary of Education for discretionary grants for projects similar to those operated at the State and local level. All children aged five to seventeen are eligible to benefit from the program. The goal of the program is to consolidate specified antecedent programs of Federal educational assistance into a single authorization, to be used in accordance with educational needs and priorities of State and local educational agencies in order to improve such education in both public and private schools. There are no general eligibility requirements. There are no matching requirements, but State and local agencies must spend for education at least 90 percent of the amount that was spent in the preceeding year in order to receive the full allocation. Federal funds are to be used to supplement and, to the extent practical, increase the level of funds available.

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* Prepared by Paul Irwin, Education and Public Welfare Division.

Participation

All public and private elementary and secondary school students are eligible to benefit from this program; estimated total fall 1983 enrollment was 44.3 million children. More specific data not available.

Funding

FY 1981	FY 1982	FY 1983
$600.8 million	$470.4 million	$479.4 million

(FY 1981--combined funding for all categorical programs consolidated into the block.)

EDUCATION PROGRAMS FOR HANDICAPPED CHILDREN*

Program Names

See individual program descriptions.

Legislative Authority

Education of the Handicapped Act, as amended; the State grant, preschool incentive grant, special studies, and instructional media programs are permanently authorized; other programs expire at the end of FY 1986.

Administering Agency

Office of Special Education and Rehabilitative Services, U.S. Department of Education; State and local educational agencies; non profit agencies and institutions of higher learning.

Program Description

The Education of the Handicapped Act authorizes a number of programs to support and improve the education of handicapped children. The largest program is the State grant program, which is discussed below. Following this are brief descriptions of the preschool incentive program and 10 other, categorical programs authorized by the Act prior to FY 1984. After these descriptions are statistics on participation in all these programs, where available and applicable. Finally, at the end is a table showing funding levels for all the programs.

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* Prepared by Angela Evans, Education and Public Welfare Division.

State Grant Program (Sec. 611-617 of the Act)--The State grant program is designed to assure that every handicapped child aged 3-21 years, residing within a State participating in this program, receives a free appropriate public education in the least restrictive educational setting. Funds are allotted to States based on their number of handicapped children aged 3 through 21 years who are receiving a free appropriate public education, and are distributed to local educational agencies. State grants are to be used to pay up to 40 percent of the excess costs associated with educating a handicapped child compared to a non-handicapped child. Although Federal appropriations have increased steadily since FY 1975, the Federal share of the excess costs peaked at 12.5 percent in FY 1979 and represented about 8 percent in FY 1984. Currently every State except one, the District of Columbia and outlying areas participate in this program--the one exception is the State of New Mexico, which has not applied and thus not received funds since this program was first implemented. State plans are required to demonstrate that: (1) each handicapped child has an individualized plan designed to address the child's unique special education needs; (2) each child is evaluated and diagnosed by multi-disciplinary measures; (3) parents are involved and informed of the diagnosis and the initial placement of the child and in the development of the individualized education plan; and (4) each State establish due process procedures whereby parents of handicapped children may formally address complaints and shortcomings of the educational system with regard to providing an appropriate education to their handicapped children. The program serves children with a full range of handicapped conditions from the mildly learning disabled to the severely multi-handicapped.

Preschool Incentive Grants (Sec. 619)--Provides funding to States and local educational agencies to expand educational services for preschool handicapped children aged 3-5 years. Funds are allotted to States based on their number of handicapped children aged 3-5 who are receiving a free appropriate public education.

Special Studies (Sec. 618)--Supports research and evaluation projects to survey, document, and analyze the progress and problems in "providing a free, appropriate public education to all handicapped children," as mandated under the State grant program.

Regional Resource Centers (Sec. 621)--Develops and implements methods of evaluation and educational programming for handicapped students. Provides a national support system to States for the provision of diagnostic and prescriptive services.

Centers and Services for Deaf-Blind Children (Sec. 622)--Supports State and local efforts to provide special education and related services to deaf-blind children.

Early Education for Handicapped Children (Sec. 623)--Supports demonstration projects for comprehensive services for handicapped children birth through age 8.

Severely Handicapped Projects (Sec. 624)--Assists State and local agencies, institutions of higher education, and public and private agencies in providing education and training to severely handicappe[illegible]ildren.

Regional, Vocational, Adult, and Postsecondary Programs (sec. 625)--Supports educational programs for postsecondary-aged and adult handicapped persons.

Special Education Personnel Development (Sec. 631, 632, 634)--Provides financial support for training programs for special education teachers, administrators and support personnel.

Recruitment and Information (Sec. 633)--Encourages careers in special education, promotes public awareness of the needs of handicapped childen, and assists parents to locate programs for their children.

Innovation and Development (Sec. 641 and 642)--Supports research activities to develop new knowledge, methods, and materials to help schools educate handicapped children.

Instructional Media for the Handicapped (Sec. 652 and 653)--Supports the production and distribution of instructional materials for handicapped students, their parents, educators, and employers.

Participation

State Grant Program--FY 1983 (est.)--4,042,000 children.

Preschool Incentive Grants--FY 1983 (est.)--228,000 children.

Special Studies--Not applicable.

Regional Resource Centers--90,000 handicapped children were evaluated, referred, and received services in FY 1982.

Centers and Services for Deaf-Blind Children--In FY 1982, 6,100 deaf-blind children were identified, 3,000 children received services and 3,000 special education personnel were trained.

Early Education for Handicapped Children--FY 1982, (est.)--89 projects funded.

Severely Handicapped Projects--FY 1981, 3,000 children.

Regional, Vocational, Adult, and Postsecondary Programs--FY 1982, 4 institutions provided direct services to over 600 deaf students, and 19 demonstration projects served approximately 500 handicapped students.

Special Education Personnel Development--FY 1982, inservice or preservice training for approximately 200,000 teachers, administrators, and other personnel.

Recruitment and Information--Not applicable.

Innovation and Development--FY 1982, 64 projects funded.

Instructional Media for the Handicapped--FY 1982, captioned films reached an estimated 4 million deaf persons. For other program activities, not available.

Funding

	FY 1981	FY 1982	FY 1983
		(in thousands)	
State grant program	$ 874,500	$ 931,008	$ 970,000
Preschool incentive grants	25,000	24,000	25,000

Funding (cont.)

	FY 1981	FY 1982	FY 1983
	(in thousands)		
Special studies	1,000	480	480
Regional resource centers	7,656	2,880	2,880
Centers and services for deaf-blind children	16,000	15,360	15,360
Early education	17,500	16,800	16,800
Severely handicapped projects	4,375	2,880	2,880
Regional, vocational, adult, and postsecondary programs	2,950	2,832	2,832
Special education personnel development	43,500	49,300	49,300
Recruitment and information	750	720	720
Innovation and development	15,000	10,800	12,000
Instructional media	17,000	11,520	12,000
TOTAL	$1,025,231	$1,068,580	$1,159,402

BILINGUAL EDUCATION PROGRAMS*

Program Name

Bilingual education grants to local educational agencies; bilingual education training grants; bilingual education support services.

Legislative Authority

Bilingual Education Act, part A, title VII of the Elementary and Secondary Education Act, as amended; expires at the end of FY 1984.

Administering Agency

Office of Bilingual Education and Minority Languages Affairs, U.S. Department of Education; State and local educational agencies institutions of higher education, and elementary and secondary schools operated or funded by the Bureau of Indian Affairs.

Program Description

The Bilingual Education Act authorizes three programs to support and improve education services to bilingual and non-English proficient school children. Three of the major categories of programs are described below. Following these descriptions is information on participation and funding.

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* Prepared by Angela Evans, Education and Public Welfare Division.

Bilingual Education Grants to Local Education Agencies--Bilingual education grants to local school districts have two components: (1) basic projects and (2) demonstration projects. Basic project grants are awarded to local educational agencies or schools operated or funded by the Bureau of Indian Affairs to establish, operate or improve programs of bilingual education to assist children of limited English-proficiency to improve their English-language skills. The projects are designed to build the capacity of the grantee to maintain programs of bilingual education when Federal funding is reduced or eliminated. Bilingual education programs include instruction in the language of the limited English-proficient children to make it possible for the children to progress through the educational system while they learn English. Participation of English-proficient children is required in the program, in order to prevent segregation of the limited English-proficient, but is limited to 40 percent of the total program participants. Emphasis is placed on parental and community involvement in the program and on serving those children most in need.

Demonstration projects grants provide financial assistance to explore innovative methods, demonstrate exemplary approaches in providing bilingual education, and establish programs that will eventually become financially selfsufficient. In FY 1982, of the total amount appropriated for local school district programs, three States--California, Texas, and New York--received approximately 53 percent of the Federal funds involving 51 percent of all local project grants. In 1982, bilingual education funds accounted for over 62 percent of the combined Federal-State expenditures for bilingual education.

Bilingual Education Training Grants--These activities fall into six categories: (1) teacher training projects; (2) bilingual education services centers; (3) school of education projects; (4) teaching fellowship programs; (5) short-term training institutes; and (6) State education training grants. Training projects provide financial assistance to pre-service and in-service bilingual education teacher training programs. Bilingual education service centers provide bilingual personnel training and other special services to bilingual education programs within a designated region. School of education projects provide financial assistance to institutions of higher education to develop and expand degree-granting programs in bilingual education. The fellowship program provides financial support to graduate students in bilingual education. Short-term training institutes provide training for parents, administrators and other personnel in bilingual education. State education agency training grants provide funds for States to improve capacity and knowledge of bilingual education administrators.

Bilingual Education Support Services--These programs provide a wide range of services to bilingual education grant recipients, including State and local education agencies, institutions of higher education, parents and teachers of limited English-proficient children, and the children themselves. These support services include: development, evaluation, and dissemination of bilingual education curricular materials; research and development activities in the area of bilingual education effectiveness; an information clearinghouse to collect and disseminate bilingual education research findings; and support for a National Advisory Council on Bilingual Education.

Participation

Bilingual Education Grants to Local Educational Agencies--In school year 1982-1983, 498 school districts received basic grants and served about 160,000 children speaking more than 80 languages; participating schools included 2,110 elementary schools, 1,117 secondary schools, and 434 schools with both elementary and secondary grades. In this same school year (1982-1983), 61 demonstration programs were funded serving 16,000 children in 23 States representing 20 different languages.

Bilingual Education Training Grants--In school year 1982-1983 bilingual education training grants funded 133 training projects and 39 school of education programs, and awarded 35 fellowships.

Bilingual Education Support Services--In school year 1982-1983, approximately 19 bilingual education service centers were funded.

Funding

	FY 1981	FY 1982	FY 1983
Grants to local education agencies	$ 98.9 million	$ 79 2 million	$ 84.1 million
Training grants	32.1 million	29.8 million	31.3 million
Support services	18.4 million	19.0 million	16.6 million
TOTAL	$149.4 million	$127.0 million	$132.0 million

EDUCATION PROGRAMS FOR MIGRANT CHILDREN*

Program Names

Chapter 1 State educational agency program for migratory children; migrant high school equivalency program (HEP).

Legislative Authorities

Chapter 1, Education Consolidation and Improvement Act of 1981, expires at the end of FY 1987; sec. 418A, Higher Education Act, as amended, expires at the end of FY 1985.

Administering Agencies

Office of Elementary and Secondary Education, U.S. Department of Education; State education agencies, generally through local school districts; institutions of higher education and public and private nonprofit agencies.

Program Descriptions

State Educational Agency Program--State educational agencies are eligible to receive annual Department of Education grants for programs designed to meet the special needs of educationally deprived migratory children of migratory agricultural workers or migratory fishermen. State formula grants to establish or improve such programs are based upon annual counts of certain migrant children who participate in the State programs. In addition, discretionary grants are made to improve interstate coordination of the programs, and an annual contract is negotiated to provide support for the Migrant Student Record Transfer System.

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* Prepared by Bob Lyke, Education and Public Welfare Division.

Most migrant programs supported by State formula are operated by some 16,000 schools in 3,000 or so local school districts, although State educational agencies may operate programs directly or through arrangements with other public or nonprofit private organizations. Supported programs are found in at least some school districts in each of 49 States (all but Hawaii), the District of Columbia, and Puerto Rico. Participants include both currently migratory children and formerly migratory children, who by statute may be served for up to 5 additional years. Pre-school children also participate, though priority must be given to children enrolled in kindergarten or grades 1 through 12.

Services commonly provided in the programs include regular academic instruction, remedial or compensatory instruction, bilingual and multicultural instruction, vocational and career education, testing, guidance and counseling, and medical and dental screening.

Discretionary grant projects are to help State educational agencies devise better ways of providing services to migrant children. In the 1982-1983 school year, a total of 24 such projects were supported in 14 States.

The Migrant Record Transfer System compiles detailed personal, academic, and health data on every migratory child participating in programs supported by the State formula grants. School officials can both transmit and receive data through a nationwide communications network linked to a computer in Little Rock, Arkansas.

High School Equivalency Program--Under HEP the Department of Education provides discretionary grants to institutions of higher education and to other public or nonprofit private agencies cooperating with such institutions to help students who are engaged (or whose families are engaged) in migrant or other seasonal farmwork obtain the equivalent of a secondary school diploma. Participating students also receive assistance in subsequently obtaining employment or admission to a college, university, or other postsecondary education institution. Eligibility is limited to students who have not earned a diploma, who are not currently enrolled in an elementary or secondary school, and who are above the age of compulsory school attendance in the State where the project is located (in most States, age 16). HEP projects typically offer instruction in reading, writing, mathematics, and other subjects tested by equivalency examinations; career-oriented work-study courses; tutoring; and personal and academic counseling. In addition, they often provide financial assistance, housing, and various support services. For school year 1982-1983, a total of 19 grants were awarded to HEP projects in 16 States and Puerto Rico.

Participants

State Educational Agency Program--Calendar year 1982: 590,000 participants.

High School Equivalency Program--School year 1982-83: 2,305 participants.

Funding

	FY 1981	FY 1982	FY 1983
State educational agency program	$266.4 million	$255.7 million	$255.7 million
High school equivalency program	6.1 million	5.9 million	6.3 million
TOTAL	$272.5 million	$261.6 million	$262.0 million

INDIAN EDUCATION PROGRAMS*

Progam Name

Indian education programs.

Legislative Authorities

Part A, Indian Education Act, expires at the end of FY 1984; Johnson-O'Malley Act, permanently authorized; Snyder Act, permanently authorized.

Administering Agencies

Department of Education; Bureau of Indian Affairs, U.S. Department of Interior; Indian tribal organizations; local and State education agencies.

Program Descriptions

Indian education is primarily supported by the Federal Government under three programs: the Indian Education Act part A program administered by the Department of Education, and the Johnson-O'Malley (JOM) and Federal Indian school programs administered by the Department of the Interior, Bureau of Indian Affairs (BIA).

Part A of the Indian Education Act provides formula grants to LEAs and competitive grants to Indian-controlled schools operated by Indian tribes or organizations. Formula funds to LEAs are allocated based on per-pupil expenditures and number of Indian school children. These LEA funds are used to meet the special educational needs of Indian school children in the public schools through a variety of academic and cultural enhancement programs which have been approved by required local Indian parental advisory councils. Grants to Indian-controlled schools are used to aid in the establishment of such a school or to provide special enrichment programs in an already existing school.

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* Prepared by David Osman, Education and Public Welfare Division.

The Johnson-O'Malley Act provides contract authority that is used primarily for the provision of supplementary education and related services for Indian children attending public schools. JOM funds go to States, LEAs and Indian tribes, with the amount of funds for a particular program based on the number of Indian school children served and the costs of their education. The use of JOM funds is subject to approval by a local Indian advisory council.

In recent years, a small portion (less than $1 million) of the annual JOM appropriation has been used for tuition payments to LEAs on behalf of several hundred out-of-district Indian students who reside in Federal dormitories while attending public schools.

Under the authority of the Snyder Act of 1921, the BIA also provides financial support for the education, and in some cases residential care, of Indian children through the direct operation of 119 Federal Indian schools and through assistance to 62 tribally operated schools. Annual financing of these Federal and tribally operated schools is based primarily on the BIA's Indian school equalization formula.

Participation

Indian Education Act program--FY 1982: 297,000 Indian children attending public school and 7,000 Indian children attending Indian-controlled schools;

Johnson-O'Malley program--FY 1982: 166,000 Indian children attending public schools.

Snyder Act--FY 1982: support for the operation of Federal Indian and tribally operated schools: 44,000 Indian school children.

Funding

	FY 1981	FY 1982	FY 1983
Indian Education Act--part A	$ 58.3 million	$ 55.0 million	$ 48.5 million
Johnson-O'Malley	29.5 million	30.0 million	26.2 million
School Operations	189.4 million	173.4 million	179.6 million
TOTAL	$277.2 million	$258.4 million	$254.3 million

EDUCATION PROGRAMS FOR REFUGEE CHILDREN*

Program Names

Transition program for refugee children; Cuban and Haitian entrant domestic assistance.

Legislative Authority

Refugee Act of 1980; title V, Refugee Education Assistance Act of 1980, as amended; both expired at the end of FY 1983. 18/

Administering Agency

Office of Bilingual Education and Minority Languages Affairs, U.S. Department of Education, through an interagency agreement with the U.S. Department of Health and Human Services; State and local education agencies.

Program Description

The transition program for refugee children provides for formula grants to States to be used to assist LEAs in providing such activities as testing, special English language instruction, bilingual education, remedial instruction, and special materials and supplies for refugee students enrolled in public and private nonprofit elementary and secondary schools. LEAs may apply for subgrants to provide these services, or, if an LEA does not apply, the State may make other arrangements to deliver the services. Funds are allocated to States based on children's recency of entry into the U.S. and on enrollment level, with secondary school enrollment weighted more than primary school enrollment. The size of the grant is based on the number of refugee students enrolled, as well as on the formula weighting factors. The grants averaged approximately $167 per refugee student in FY 1980 and $133 per student in FY 1981. Up to 15 percent of a State's grant may be used to provide support services for refugee children, including in-service training for educational personnel, school counseling and guidance services, and training for parents. During FY 1982, grants were made to 49 States and the District of Columbia. (Alaska was not eligible to participate, according to the Department of Education, because the State had not filed a State plan for refugee resettlement as required.)

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* Prepared by Sharon Masanz, Education and Public Welfare Division.

18/ As of November 1983, legislation authorizing these programs had not yet been extended. H.R. 3729, extending the programs through FY 1985, had passed the House of Representatives.

The Cuban and Haitian entrant assistance program offers the above educational services to Cuban and Haitian entrant children. (Cuban and Haitian entrant children are defined as Cuban or Haitian children who have been paroled into the U.S. or who are otherwise in the U.S. and without final resolution of their immigration status.) In FY 1981, language in supplemental appropriations legislation limited these funds to school districts with more than 10,000 eligible students. From FY 1981 through FY 1983, all funds under the program have been distributed to Dade County, Florida, which is the only LEA with more than 10,000 eligible students. The grants have averaged approximately $500 per entrant student.

Participation

Refugee children--1982-1983 school year (est.): 143,000.

Entrant children--FY 1982 (est.): 11,000.

Funding

	FY 1981	FY 1982	FY 1983
Transition program for refugee children	$22.3 million	$19.7 million	$16.6 million
Cuban and Haitian entrant children	6.0 million	5.7 million	5.0 million
TOTAL	$28.3 million	$25.4 million	$21.6 million

FOLLOW THROUGH*

Program Name

Follow Through program.

Legislative Authority

Follow Through Act (title VI, chapter 8, subchapter C of the Omnibus Budget Reconciliation Act of 1981, P.L. 97-35); expires at the end of FY 1984. (As of October 1, 1984, the Follow Through Act is repealed. However, program activities are included among those authorized under chapter 2 of the Education Consolidation and Improvement Act of 1981.)

Administering Agency

U.S. Department of Education; local educational agencies and institutions of higher education selected to receive program grants.

Program Description

Follow Through is a Federal program intended to aid in continuing development of children who have participated in Head Start (see page 77) or similar pre-school programs, to reach their full potential in kindergarten and the primary grades of elementary school. The Follow Through program provides: (1) discretionary grants to implement comprehensive educational, health, nutritional, social and other services through various educational models in LEAs; (2) contracts and grants to institutions of higher education, to develop or help maintain educational models; and (3) grants to LEAs to demonstrate how successful educational models operate.

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* Prepared by Anne Stevens, Education and Public Welfare Division.

Follow Through serves disadvantaged children enrolled in kindergarten and the first three grades of elementary school. To be eligible, children must be from families with income at or below the OMB poverty guidelines; however, at the Secretary of Education's discretion, children from non-poor families may also participate. Provisions are made for the participation of eligible children enrolled in private nonprofit elementary schools. Direct parental participation is mandated in the development, conduct and overall direction of Follow Through programs at the local level.

Participation

FY 1982--approximately 28,000 children participated in 69 local Follow Through programs.

Funding

FY 1983	FY 1982	FY 1981
$19.4 million	$19.4 million	$26.3 million

VOCATIONAL EDUCATION*

Program Name

Vocational education program.

Legislative Authority

Vocational Education Act of 1963 as amended; expires at the end of FY 1984.

Administering Agency

Office of Vocational and Adult Education, U.S. Department of Education; the State board of vocational education and the State vocational education advisory council; local educational agencies and area vocational education schools.

Program Description

The vocational education program offers grants to State boards of vocational education, State advisory councils, LEAs, and area vocational schools. Funds must be expended for various vocational education activities and programs authorized under the law, and programs are limited to those directly related to the preparation of individuals for employoment, or for additional preparation for a career requiring other than a baccalaureate or advance degree. At least 15 percent of the funds received by States under the major grant programs must be allocated for postsecondary and adult vocational education. A small portion of the total appropriation is reserved for the Secretary of Education for discretionary grants for programs of national significance.

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* Prepared by Paul Irwin, Education and Public Welfare Division.

Vocational education students of all ages are eligible to benefit from the program; various set-asides of funds are required for specific programs to assure services for the handicapped, the disadvantaged, students with limited English-speaking ability, Indians, and for those living in economically depressed areas or areas with high rates of unemployment. The goal of the program is to maintain and improve vocational educational programs, with the intent of ensuring equity, equal opportunity, and accountability in the delivery of services at the local level through Federal financial participation. There are no general eligibility requirements. There is a general matching requirement that Federal funds may not be used to pay more than 50 percent of the cost of vocational educational programs; State and local agencies must fund the remaining amount. In practice, Federal funds account for approximately 10 percent of the total funds.

Participation

Of the 16.9 million students enrolled in federally-supported vocational education programs in the 1980-81 school year, there were 10.5 million students at the secondary school level.

Funding

FY 1981	FY 1982	FY 1983
$685.6 million	$659.5 million	$732.3 million

(Spending for children and adults. The percentage of funds that goes to children is not available.)

JOB TRAINING PARTNERSHIP ACT*

Program Name

Training services for disadvantaged youth; summer youth employment; Job Corps.

Legislative Authority

Job Training Partnership Act; permanently authorized.

Administering Agency

Employment and Training Administration, U.S. Department of Labor; State Governors; local service delivery areas.

Program Description

The Job Training Partnership Act (JTPA) authorizes a number of Federal job training programs, including: (1) training for disadvantaged youth and adults to be administered through local service delivery areas; (2) summer youth employment and training, also administered by local service delivery areas; and (3) the Job Corps, administered directly by the Labor Department through national contractors. Services for youth include classroom training, on-the-job training, work experience, education, and a limited amount of subsidized employment, all during the academic year, and a summer youth employment program. Eligibility generally is limited to economically disadvantaged 19/ 16 through 21 years olds, although 14 and 15 year-olds can also be served at local option. The program is 100 percent federally financed, and local planning is conducted by Private Industry Councils, which represent local businesses and other interests, in partnership with local governments.

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* Prepared by Karen Spar, Education and Public Welfare Division.

The Job Corps, also authorized by the Job Training Partnership Act, is a residential education and training program for educationally and economically disadvantaged youth aged 14 through 21.

The Job Training Partnership Act went into effect on October 1, 1983, replacing the Comprehensive Employment and Training Act (CETA). Job Corps and the summer youth employment program both had been authorized previously under CETA. However, in addition to the main training program for adults and youths, which existed under CETA and was replaced by JTPA, CETA had also authorized an additional separate program of youth training. Under JTPA, local areas receive a single grant for serving youth and adults, of which 40 percent must be used for youth.

Participation

(The following figures are for CETA.)

FY 1981--45 percent of participants in the main training program under CETA (title II-B,C) were under age 22 (468,000 individuals); 100 percent of participants in the youth training program and summer youth program (title IV)

19/ Economically disadvantaged is defined as having income below 100 percent of the OMB povery level or 70 percent of the Bureau of Labor Statistics lower living standard level.

were under age 22 (1,198,000 individuals). Also in 1981, there were 75,400 new enrollees in the Job Corps.

Funding

	FY 1981	FY 1982	FY 1983
Title II-B,C—training for adults and youth	$2,102.0 million	$1,152.0 million	$1,759.0 million
Title IV-A—youth training	825.0 million	192.0 million	192.0 million
Job Corps	561.0 million	586.0 million	618.0 million
Summer youth program	839.0 million	460.0 million	825.0 million
TOTAL	$4,327.0 million	$2,390.0 million	$3,394.0 million

(These figures are for CETA. Amounts for title II include spending for children and adults. The percentage of title II funds that went to children is not available.)

IMPACT AID*

Program Name

Impact aid.

Legislative Authority

P.L. 81-847 (64 Stat. 1124) and P.L. 81-815 (64 Stat. 995), relating to financial assistance for local education agencies in areas affected by Federal activity; authorization for certain subsections expires at the end of FY 1985.

Administering Agency

U.S. Department of Education; local education agencies.

Program Description

Impact aid provides financial assistance to local school districts where action by the Federal Government has caused a financial burden to the district. The burden can be an action that pulls a large amount of land off the local tax base for use as a Federal facility; the sudden influx of children into the district due to the opening of a Federal facility; or some combination of both. These districts are often near Indian reservations, low-rent housing sites, or military bases or other defense-related installations. Impact aid funds are intended to offset the financial burden of this Federal presence.

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* Prepared by Michael O'Grady, Education and Public Welfare Division.

Financial assistance takes the form of per-pupil payments based partially on the amount the local school district contributes to a pupil's education costs; payments also vary according to the pupil's living circumstance (i.e., whether his or her parents live and/or work on Federal property) and educational needs. Since this program seldom receives its full authorized amount, a complex tier system determines which school districts receive relatively high proportions of their allotments under the law.

Participation

FY 1982--approximately 2,200 local education agencies, enrolling approximately 2,063,000 federally-connected pupils, were eligible for aid.

Funding

FY 1981	FY 1982	FY 1983
$681.8 million	$456.2 million	$480.2 million

DEPARTMENT OF DEFENSE DEPENDENTS SCHOOLS*

Program Name

Department of Defense Dependents Schools (DoDDS).

Legislative Authority

Defense Dependents' Education Act of 1978, as amended; permanently authorized.

Administering Agency

U.S. Department of Defense.

Program Description

Department of Defense Dependent Schools operate approximately 270 tuition-free schools in grades kindergarten though twelve for minor dependents of the Department of Defense (DoD) military and civilian personnel on official overseas assignments. Funded through the DoD annual appropriation, the DoDDS schools are administered through six regional offices scattered throughout the world, and operate in 20 nations.

DoDDS is permitted to enroll children other than dependents of DoD personnel on a space available basis with a tuition charge. In enrolling tuition students, first preference is to be given to dependents of non-DoD employees of the United States who are assigned to the area and to children of employees of firms that have contracts with DoD.

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* Prepared by K. Forbis Jordan, Education and Public Welfare Division.

For students living in areas not served by a DoDDS school, the program provides either dormitory housing at DoDDS schools in other areas or, through contracts, enrollment in an English-speaking school near the student's place of residence.

Participation

1982-83 school year--approximately 136,000 children.

Funding (Maintenance and Operation)

FY 1981	FY 1982	FY 1983
$382.4 million	$396.7 million	$414.5 million

HEALTH PROGRAMS

MEDICAID*

Program Name

Medicaid.

Legislative Authority

Title XIX of the Social Security Act, as amended; permanently authorized.

Administering Agency

Health Care Financing Administration, U.S. Department of Health and Human Services.

Program Description

Medicaid is a Federal-State matching program providing medical assistance for certain low-income persons who are aged, blind, disabled, or members of families with dependent children. Within Federal guidelines each State designs and administers it own program. As a result, substantial variation exists among the States in terms of persons covered, services offered, and amount of payment for such services.

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* Prepared by Susan Bailey, Education and Public Welfare Division.

Medicaid authorizes medical vendor payments for covered services. Under the Medicaid program, States must provide minimum benefits for "categorically needy" individuals. In general, these are persons receiving assistance under the AFDC or SSI programs. Minimum benefits include inpatient and outpatient hospital services; laboratory and x-ray services; skilled nursing facility (SNF) services for those over age 21; home health services for those entitled to SNF care; early and periodic screening, diagnosis, and treatment (EPSDT) for those under 21 (see below); family planning services and supplies; and physician services. States may also cover "medically needy" persons, that is, individuals whose incomes are slightly in excess of the standards for cash assistance, provided that (1) they are aged, blind, disabled, or members of families with dependent children, and (2) their income (after deductions for incurred medical expenses) falls below the State standard. States which choose to serve the medically needy may provide the same services to this population group as they do to the categoricallly needy but are not required to do so. However, States which do provide any services to the medically needy, must, at a minimum, provide ambulatory services for children and prenatal and delivery services for pregnant women.

The Federal Government's share of Medicaid is tied to a formula which is inversely related to the per capita income of the State; the Federal matching rate thus ranges from 50 to 78 percent, with a national average of 54 percent. Administrative costs are generally matched at 50 percent except for certain items which are subject to a higher matching rate.

EPSDT is designed to increase the availability and quality of health care to children in low-income families. Under this program, States are required to provide or purchase the care and services necessary to screen, diagnose, or treat individuals under the age of 21 who are members of families designated as "categorically needy" by the Medicaid program. States must also develop an outreach program to inform eligible residents that such services are available. Eligibility for the program is based on Medicaid eligibility criteria. Reimbursement under the program is also under the general Medicaid reimbursement structure.

Participation

FY 1982--9,656,000 children under 21 served by the Medicaid program including 1,813,000 screened under EPSDT.

Funding

FY 1981	FY 1982
$3.5 billion	$3.6 billion

(Total Medicaid payments for child health services. FY 1981 includes $63.0 million for screening under EPSDT; FY 1982 includes $72.0 million for screening under EPSDT.)

MATERNAL AND CHILD HEALTH SERVICES BLOCK GRANT*

Program Name

Maternal and child health (MCH) services block grant.

Legislative Authority

Title V, Social Security Act; permanently authorized.

Administering Agency

Health Resources and Services Administration, Public Health Service, U.S. Department of Health and Human Services; State health agencies.

Program Description

The maternal and child health services block grant provides health services to mothers and children, particularly those with low income or limited access to health services. The purposes of the block include, among others, reducing infant mortality, reducing the incidence of preventable disease and handicapping conditions among children, and increasing the availability of prenatal, delivery, and postpartum care to low income mothers.

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* Prepared by Susan Bailey, Education and Public Welfare Division.

States determine the services to be provided under the block. Services can include prenatal care, well-child clinics, immunizations, visions and hearing screening, dental care, and family planning. They may also include inpatient services for crippled children, screening for lead-based poisoning, or counseling services for parents of Sudden Infant Death Syndrome victims.

By law, between 85 and 90 percent of the MCH block grant approppriation is allotted to States to provide health service under the block grant. Between 10 and 15 percent is reserved under a Federal set-aside. In FY 1983, 85 percent of the block grant appropriation was allotted among States. Each State's individual allotment is based on the proportion of total funding it received in FY 1981 under certain catigorical programs now consolidated under the block grant program. These programs were MCH and crippled children's services, supplemental security income services for disabled children, lead-based paint poisoning prevention, sudden infant death syndrome, and adolescent pregnancy. For each $4 in Federal funds States receive, they must spend $3 of their own funds.

In FY 1983, 15 percent of the block appropriation was reserved under the Federal set-aside for MCH special projects of regional and national significance, research and training, and genetic disease and hemophilia programs. These programs are federally administered.

Eligibility criteria under the block may be set by the States themselves. States are allowed to charge for services provided; however, mothers and children whose incomes fall below the poverty level may not be charged for service.

Participation

Not available.

Funding

FY 1981	FY 1982	FY 1983
$454.4 million	$373.0 million	$478.0 million

(Spending for children and adults. The percentage of funds that goes to children is not available. FY 1981 figure represents combined funding for all categorical programs consolidated into the block.)

FAMILY PLANNING*

Program Name

Population research and voluntary family planning programs.

Legislative Authority

Title X, Public Health Service Act; expires at the end of FY 1984.

Administering Agency

Office of the Assistant Secretary of Health, Public Health Service, U.S. Department of Health and Human Services; local family planning clinics.

Program Description

Title X provides support for (1) family planning clinics, (2) training of family planning personnel, and (3) development and dissemination of family planning and population growth information to all persons desiring such information. Most title X dollars are awarded to family planning clinics. In fiscal years 1982 and 1983 about 4,100 clinics received some title X support. Participating clinics must offer a broad range of family planning methods and services, including natural family planning methods, infertility services, and services for adolescents.

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* Prepared by Susan Bailey, Education and Public Welfare Division.

Grants and contracts are available to public or non-profit private entities to establish and operate family planning clinics. The Office of Family Planning allocates funds to the regional Department of Health and Human Services office which then determines which family planning projects should be funded. No matching requirements exist for these grants. However, Federal regulations specify that no family planning clinic project grant may be made for an amount equal to 100 percent of the estimated costs.

There is no statutorily mandated target population under title X, although regulations require that priority in the provision of clinic services be given to persons from low-income families. Clinics must provide services free of charge to low-income persons, who are defined by Federal regulation as persons whose income does not exceed 100 percent of the poverty level.

Participation

FY 1982--An estimated 3.3 million persons. An estimated 34 percent were women under 20.

Funding

FY 1981	FY 1982	FY 1983
$161.7 million	$124.2 million	$124.1 million

(Spending for children and adults. The percentage of funds that goes to women under 20 is not available.)

CHILDHOOD IMMUNIZATION*

Program Name

Childhood immunization.

Legislative Authority

Section 317(j)(1) of the Public Health Service Act; expires at the end of FY 1984.

Administering Agency

Centers for Disease Control, Public Health Service, U.S. Deptartment of Health and Human Services; local health agencies of States and large cities.

Program Description

The Centers for Disease Control award grants to States and communities to help them establish and maintain immunization programs for the control of vaccine-preventable childhood diseases, including measles, rubella, poliomyelitis, diphtheria, pertussis (whooping cough), tetanus, and mumps.

The goals of the immunization program, as established in 1977, have been (1) to raise immunization levels to 90 percent for children under 15 against polio, measles, rubella, diptheria, and tetanus, and 90 percent for children under age 7 against mumps and pertussis; and (2) to establish a permanent system for providing comprehensive immunization services to the more than 3 million children born in the U.S. each year. There are no eligibility requirements for children served.

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* Prepared by Ed Klebe, Education and Public Welfare Division.

Grant funds may be used for costs of planning, organizing, and conducting immunization programs, and for the purchase of vaccine. Grant applicants may receive vaccine or personnel in lieu of cash under the program. The amount of assistance is determined by the Secretary of Health and Human Services and is based on need and availability.

Participation

An estimated 3.4 to 3.8 million children were immunized with vaccine purchased with immunization grant funds in FY 1983.

Funding

FY 1981	FY 1982	FY 1983
$24.1 million	$27.8 million	$27.4 million

ALCOHOL, DRUG ABUSE, AND MENTAL HEALTH BLOCK GRANT*

Program Name

Alcohol, drug abuse, and mental health block grant.

Legislative Authority

Title XIX, sec. 1911-1920 of the Public Health Service Act; expires at the end of FY 1984.

Administering Agency

Alcohol, Drug Abuse and Mental Health Administration, Public Health Service, U.S. Department of Health and Human Services; administered at State level by various State agencies.

Program Description

The alcohol, drug abuse, mental health block grant, established by the Omnibus Budget Reconciliation Act of 1981 (P.L. 97-35) to replace categorical grant programs in these areas, provides funds to States for: (1) projects to support prevention, treatment, and rehabilitation activities in the areas of alcohol and drug abuse (or "substance abuse"); and (2) grants to community mental health centers for mental health services, including the identification and assessment of severely mentally disturbed children and adolescents and the provision of appropriate services to them.

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* Prepared by Ed Klebe, Education and Public Welfare Division.

Block grant funds are distributed to the States such that, nationally, spending for mental health services is approximately equal to spending for substance abuse services. At the State level, States are required to spend approximately the same proportion of their block grant funds for mental health services and for substance abuse services as was spent in the State under the former categorical programs. In addition, States must spend at least 35 percent of their substance abuse funds for drug abuse-related activities, 35 percent for alcohol abuse-related activities, and 20 percent for prevention and early identification programs in substance abuse.

Participation

Not available.

Funding

FY 1981	FY 1982	FY 1983
$519.4 million	$428.1 million	$469.0 million

(Spending for children and adults. The percentage of funds that goes to children is not available. FY 1981 figure represents combined funding for all categorical programs consolidated into the block.)

PREVENTIVE HEALTH AND HEALTH SERVICES BLOCK GRANT*

Program Name

Preventive health and health services block grant.

Legislative Authority

Title XIX, sec. 1901-1909 of the Public Health Service Act; expires at the end of FY 1984.

Administering Agency

Centers for Disease Control, Public Health Service, U.S. Department of Health and Human Services; various State agencies.

Program Description

The preventive health and health services block grant, established by the Omnibus Budget Reconciliation Act of 1981 to replace eight categorical grant authorities under the Public Health Service Act, authorizes grants to States for preventive health and health services programs and activities. States may use allotments under this block grant for:

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* Prepared by Ed Klebe, Education and Public Welfare Division.

1. rodent control programs;
2. community- and school-based fluoridation programs;
3. detection and prevention of hypertension;
4. health education and risk reduction programs, including activities designed to deter smoking and the use of alcoholic beverages among children and adolescents;
5. comprehensive public health services;
6. emergency medical services systems;
7. home health services; and
8. rape crisis and prevention services.

Except for a special allotment for rape crisis programs, each State's allotment is based on the proportion of total funding it received in FY 1981 under the formerly categorical programs that were consolidated into the block grant. The rape crisis allotment, which by law must total $3 million out of the total block grant appropriation, is distributed to States on the basis of population.

Participation

Not available.

Funding

FY 1981	FY 1982	FY 1983
$93.2 million	$79.1 million	$85.3 million

(Spending for children and adults. The percentage of funds that goes to children is not available. FY 1981 figure represents combined funding for all categorical programs consolidated into the block.)

INDIAN HEALTH PROGRAMS*

Program Name

Indian health.

Legislative Authority

Snyder Act of 1921, permanently authorized; Indian Health Care Improvement Act, expires at the end of FY 1984.

Administering Agency

Indian Health Services, Health Resources and Services Administration, Public Health Service, U.S. Department of Health and Human Services; local hospitals, clinics, and other health care providers.

Program Description

The Snyder Act authorizes appropriations for certain services for Indians including services for the "relief of distress and conservation of the health of Indians." The Indian Health Care Improvement Act provides additional funds for specific programs including health manpower, health services, health facilities, and urban health services for Indians. The Indian Health Service (IHS) administers these Indian health programs at the Federal level. IHS health services include patient care, prenatal and postnatal care, well-baby care, family planning, dental care, immunizations, and health education services.

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* Prepared by Susan Bailey, Education and Public Welfare Division.

IHS allocates the appropriations it receives under these two Acts among its area offices based on the amounts of funds area programs spent in the previous fiscal year, current program expenditures, and area funding priorities. Area offices distribute funds to hospitals, clinics, and other providers of health care services based on these same factors. In FY 1982, IHS operated 47 hospitals and 172 clinics to provide health services to Indians and Alaska Natives. IHS also contracts with tribal health organizations as well as with private and public facilities to supplement its direct health care delivery system. Services are provided free of charge.

Participation

Not available.

Funding

	FY 1981	FY 1982	FY 1983
Snyder Act for health services	$562.8 million	$565.6 million	$588.5 million
Indian Health Care Improvement Act	126.6 million	110.5 million	130.0 million
TOTAL	$689.4 million	$676.1 million	$718.5 million

(Spending for children and adults. The percentage of funds that goes to children is not available.)

MIGRANT HEALTH PROGRAM*

Program Name

Migrant health program.

Legislative Authority

Section 329, Public Health Service Act; expires at the end of FY 1984.

Adminstering Agency

Division of Primary Care, Bureau of Health Care Delivery and Assistance, Health Resources and Services Administration, Public Health Service, U.S. Department of Health and Human Services; State health departments or other organizations which operate the centers providing services.

Program Description

The migrant health program supports primary and certain supplemental and environmental health services for migratory and seasonal agricultural workers and their families. A "migrant farm worker" is defined as a person whose principal employment is in agriculture on a seasonal basis, who has been so employed within the last 24 months, and who establishes a temporary abode for the purpose of such employment. A "seasonal agricultural worker" is a person whose principal employment is in agriculture on a seasonal basis and who is not a migratory worker.

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* Prepared by Susan Bailey, Education and Public Welfare Division.

Migrant health centers provide primary health services such as physician care, diagnostic, laboratory and radiologic, preventive health, pharmaceutical, emergency medical, and transportation services, as well as outreach and environmental health services. Centers may also provide such supplemental services as home health, dental health, and hospital services as appropriate. There are approximately 128 migrant health centers in the U.S.

State and local public agencies, such as health departments and nonprofit organizations, medical societies, growers associations, educational institutions and other community groups, are eligible to apply for grants to establish and operate health centers serving migratory and seasonal farmworkers and their families. Funding is targeted to centers which serve "high migrant impact" areas, that is counties or other political subdividisions of a State in which at least 4,000 migratory farm workers and their families and/or seasonal workers and their families live for more than 2 months in a calendar year.

Migratory farm workers and their families (and former migratory agricultural workers who are aged or disabled) and seasonal farm workers are eligible for services under this program. Regulations limit free services to those with family income at or below the poverty level.

Participation

FY 1983 (est.)--394,000 persons (252,160 migrants; 141,840 seasonal farm workers). Approximately 60 percent of these are women between the ages of 20 and 44 and children under 15.

Funding

FY 1981	FY 1982	FY 1983
$43.2 million	$38.2 million	$38.1 million 20/

(Spending for children and adults. The percentage of funds that goes to children is not available.)

20/ Does not include funds provided by P.L. 98-8. This Act provided an additional $65 million for migrant health centers and Community Health Centers (CHCs) in FY 1983 to expand the availability of essential health care services for the disadvantaged and unemployed including those in rural towns and villages. In November 1983, preliminary information indicated that between 90 and 95 percent of these funds were awarded to CHCs.

COMMUNITY HEALTH CENTERS*

Program Name

Community Health Centers.

Legislative Authority

Section 330, Public Health Service Act; expires at the end of FY 1984.

Administering Agency

Division of Primary Care, Bureau of Health Care Delivery and Assistance, Health Resources and Services Administration, Public Health Service, U.S. Department of Health and Human Services; public and nonprofit private entities operate the centers providing services.

Program Description

Community Health Centers provide health services in low-income urban and rural communities or neighborhoods which have been designated medically underserved areas. These centers provide a range of primary health services including physician care, diagnostic laboratory services, and radiologic, preventive health, emergency, transportation, preventive dental, and pharmaceutical services. CHCs may also provide supplemental services such as home health, dental, and hospital services. In FY 1982 there were about 588 CHCs in the U.S.

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* Prepared by Susan Bailey, Education and Public Welfare Division.

Public or nonprofit private entities are eligible for grants to establish and operate CHCs. Grants are awarded through HHS regional offices to State health departments or other organizations which operate the centers providing services.

All residents of an area served by a CHC are eligible to receive services, but Federal regulations limit free services to those with family incomes at or below the poverty level.

As of October 1, 1982, States could begin administering CHCs under the primary care block grant, authorized under title XIX of the Public Health Service Act. However, as of September 1983, only West Virginia and the Virgin Islands have applied to administer the block. Both have been approved to do so. The Federal Government continues to administer CHCs in the remaining States and outlying areas.

Participation

FY 1983 (est.)--4.6 million persons. About 58 percent of these were women between the ages of 20, and children under age 15.

Funding

FY 1981	FY 1982	FY 1983
$323.7 million	$281.2 million	$295.0 million 21/

(Spending for children and adults. The percentage of funds that goes to children is not available.)

21/ Does not include funds provided by P.L. 98-8. This Act provided an additional $65 million for CHCs and migrant health centers in FY 1983 to expand the availability of essential health care services for the disadvantaged and unemployed, including those in rural towns and villages. In November 1983, preliminary information indicated that between 90 and 95 percent of these funds were awarded to CHCs.

APPALACHIAN HEALTH FINISH-UP PROGRAM*

Program Name

Appalachian health finish-up program.

Legislative Authority

Appalachian Regional Development Act of 1965, as amended. Authorizing legislation expired at the end of FY 1982. 22/

Administering Agency

Appalachian Regional Commission, Public Health Service; State and local grantees.

Program Description

The Appalachian Regional Commission was given by law a responsibility for improving health care in Appalachia. The Commission initially responded in the late 1960s with an emphasis on construction of critical health facilities. With facilities approaching a level of adequacy in the early 1970s, the Commission initiated a strategy to get in place basic health services within 30 minutes of all the people in Appalachia. An additional health objective was set after a 1978 conference on children and the family: reduce infant mortality, principally through improved primary health care.

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* Prepared by Sandra Osbourn, Government Division.

22/ The Appalachian Regional Commission's activities were extended by appropriations legislation in FY 1983 (P.L. 97-377) and FY 1984 (P.L. 98-50). As of October, 1983, Congress had not passed legislation to extend the Appalachian Regional Commission's authorization.

Begun in FY 1983, the health finish-up program is designed, among other things, to reduce infant mortality by funding projects such as a training course for staffs of small hospitals to upgrade skills in handling complicated deliveries; public education programs stressing the importance of prenatal care and the availability of local resources; and prenatal care services by a local health department or primary care center. Grant recipients may be State or local public agencies or private nonprofit organizations. Funds are provided by the Commission and are distributed through the Public Health Service in the Department of Health and Human Services. Commission funds are permitted to cover only 50 percent of project costs; the remaining share may be locally provided or may comprise other Federal funds, where permissible.

Appalachian counties with a 3-year average infant mortality rate exceeding 20 infant deaths per thousand live births (approximately one-and-one-half times the national 3-year average of 13.6) are eligible to participate in the infant mortality program. In FY 1983 there were 33 such counties.

Participation

In FY 1983, the first year of the program, entities serving 23 of 33 eligible counties received grants to combat infant mortality.

Funding

FY 1981	FY 1982	FY 1983 est.
-0-	-0-	$1.3 million

(FY 1983 was the first year of the program.)

NATIONAL INSITITUTE OF CHILD HEALTH AND HUMAN DEVELOPMENT*

Program Name

National Institute of Child Health and Human Development.

Legislative Authority

42 U.S.C. 289d.

Administering Agency

National Institutes of Health, Public Health Service, U.S. Department of Health and Human Services.

Program Description

The National Institute of Child Health and Human Development (NICHD) conducts and supports research on the reproductive, developmental and behavioral processes that determine the health of children, adults, families and populations. The NICHD was authorized by enactment of P.L. 87-838 and subsequently created in 1962.

The NICHD has four major components--the Center for Research for Mothers and Children and the Center for Population Research, both extramural programs supporting research through grants and contracts; the intramural research program conducted in the Institute's Bethesda, MD, laboratories; and the Epidemiology and Biometry Research Program. All four engage in biomedical and behavioral research projects as well as fundamental and clinical studies.

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* Prepared by Blanchard Randall, IV, Science Policy Research Division.

The Center for Research for Mothers and Children supports research on: (1) the nutritional needs of pregnant women, fetuses and children, focusing on both the normal and abnormal biological development of the human fetus and infant; (2) the development of human behavior from infancy through early maturity; and (3) the etiology, pathogenesis, epidemiology, diagnosis, treatment, and prevention of mental retardation.

The Center for Population Research supports: (1) biomedical research into problems of human fertility and infertility; (2) projects on methods for regulating fertility in both men and women; (3) research into the safety and effectiveness of contraceptive methods used over the short and long term; and (4) studies on the social, psychological, economic and environmental factors that govern population growth.

The Intramural Research Program conducts fundamental and clinical research at the Clinical Center of NIH. A limited number of research patients are admitted to the program's clinical research projects, under guidelines established by the Director of the Clinical Center. Patients must be referred by a physician.

The Epidemiology and Biometry Research Program provides the Institute with the skills of three disciplines: biostatistics, computer sciences, and epdemiology.

Participation

Not applicable.

Funding

FY 1981	FY 1982	FY 1983
$220.6 million	$226.3 million	$253.7 million

(Spending for research related to children and adults. The percentage of funds directed toward research on children in not available.)

HOUSING PROGRAMS

PUBLIC HOUSING*

Program Name

Low-income public housing.

Legislative Authority

U.S. Housing Act of 1937, as amended; permanently authorized.

Administering Agency

Office of Public Housing, U.S. Department of Housing and Urban Development; local public housing agencies.

Program Description

Low-income public housing projects are designed to provide low-rent, standard quality housing, primarily to families with children. Single persons who are elderly or handicapped are eligible on the same basis as families. Occupancy by other single persons is limited to no more than 15 percent of the units administered by any public housing agency.

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* Prepared by Grace Milgram, Economics Division.

To be eligible for public housing, households must have incomes under 80 percent of the median income of the area, adjusted for family size. Since 1981, 90 to 95 percent of all units must be rented to households with incomes below 50 percent of the local median, adjusted for family size. By law, priority for admission is to be given to households occupying substandard housing or involuntarily displaced by governmental action. A tenant household pays 27 to 30 percent of its adjusted income for rent, except that it must pay at least 10 percent of gross income, or, if it receives a welfare payment, that portion of it specifically designated for rent. Gross income is adjusted in determining rent payments according to family size and certain family expenditures, such as excessive medical costs.

Public housing projects are financed through the sale of tax-exempt notes and bonds, and are developed, owned and operated by local public housing agencies. The Federal subsidy consists of payment of the interest and principal, through a contract for annual contributions made with the local agency, plus an additional subsidy to assist in payment of operating costs. The local government contribution consists of waiving property taxes and accepting a payment in lieu of taxes amounting to no more than 10 percent of shelter rent, that is, tenant rent payments less the costs of utilities.

Participation

As of September 1982, approximately half of all residents in public housing projects were children under 18 years of age. This amounted to approximately 1,817,000 children.

Funding

FY 1981	FY 1982	FY 1983 est.
$2.4 billion	$2.6 billion	$3.3 billion

(Includes outlays for occupied units and operating subsidies. Total spending for public housing.)

LEASED HOUSING ASSISTANCE*

Program Name

Leased housing assistance ("sec. 8 program").

Legislative Authority

Section 8, United States Housing Act of 1937, as amended; existing housing component permanently authorized. (Authorization for new construction and substantial rehabilitation expired October 1, 1983, except for certain housing for the elderly.)

Administering Agency

Office of Existing and Moderate Rehabilitation and Office of Multifamily Housing Development, U.S. Department of Housing and Urban Development; local public housing agencies.

Program Description

This program was established to assist low-income households in occupying privately-owned, modest-quality housing without excessive rent payment. The Federal Government makes a payment to a landlord on behalf of the tenant household, for the difference between the tenant's rent payment and a contract rent set by the landlord in agreement with the administering of local public housing agencies, which cannot exceed fair market rents set by the Department of Housing and Urban Development (HUD) for the type of structure and size of unit.

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* Prepared by Grace Milgram, Economics Division.

The housing unit may be in already existing housing or in newly constructed or rehabilitated structures built with a prior commitment that units will receive sec. 8 subsidies when leased to eligible tenants. When existing housing is used, a contract for an annual contribution is made between HUD and the local public housing agency for a designated sum of money to pay rent for a designated number of units, and the agency then issues certificates to households. A certified household may rent from any willing landlord whose unit meets HUD's quality standards and whose lease terms are acceptable. The public housing agency transmits the HUD payment to the landlord. For new and rehabilitated structures, HUD makes the rental payment directly to the landlord.

Requirements for income eligibility and the proportion of income to be paid for rent are the same as the requirements for the public housing program (see previous entry).

Participation

As of March 31, 1983, approximately 42 percent of the occupants of sec. 8 housing were under age 18, amounting to approximately 1,373,000 children.

Funding (Outlays)

FY 1981	FY 1982	FY 1983 est.
$3.1 billion	$4.1 billion	$4.9 billion

(Total spending for sec. 8.)

HOME OWNERSHIP ASSISTANCE*

Program Name

Home ownership assistance for low and moderate-income families.

Legislative Authority

Section 235, National Housing Act of 1934, as amended. Authorization for entering into new commitments expires at the end of FY 1985.

Administering Agency

Federal Housing Administration, U.S. Department of Housing and Urban Development.

Program Description

This program has assisted low-and moderate-income families in becoming homeowners by paying a portion of the mortgage payments on homes purchased by participating families. When the program was established in 1968, the targeted income group was those families with incomes below 135 percent of the income for admission to public housing in the area. Beginning in 1975, following a moratorium declared in 1973, the program was reactivated with assistance directed toward a group of a somewhat higher income: up to 95 percent of the area median, adjusted for family size. Participating families must purchase a home or condominium built or rehabilitated with a prior commitment from HUD that the unit would receive a sec. 235 subsidy.

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* Prepared by Grace Milgram, Economics Division.

Federal assistance takes the form of reducing the effective interest rate on a participating family's mortgage, to 4 percent, although in some periods it was to a higher rate. HUD pays the lending institution the difference between the then-current FHA interest rate and the amount of the family's monthly payment. The family pays the mortgagee 20 percent of its income or the reduced rate, whichever is higher. For homes purchased after 1980, if the house is sold, the family must repay the lesser of the subsidy received or half of the capital gain.

As of October 1983, program funds had been exhausted, and no new commitments can be issued unless a further appropriation is made. Earlier contracts, however, continue for the life of the mortgage, usually 30 years, so that program outlays continue.

Participation

As of December 31, 1981, approximately 50 percent of the occupants of sec. 235 housing were under age 18. This amounted to approximately 605,000 children.

Funding (Outlays)

FY 1981	FY 1982	FY 1983 est.
$196.0 million	$258.0 million	$284.0 million

(Total spending for sec. 235.)

RENTAL HOUSING ASSISTANCE*

Rental housing assistance for lower-income families.

Legislative Authority

Section 236, National Housing Act of 1934, as amended. Authorization for entering into new commitments has expired. (Outstanding contracts still being honored.

Administering Agency

Federal Housing Administration; U. S. Department of Housing and Urban Development.

Program Description

This program has provided rental assistance to households of somewhat higher income than households living in public housing (see page 191) by subsidizing the mortgages of privately owned units and cooperative apartments rented by participating households. When the program was established, income eligibility was generally set at 135 percent of the eligibility level for admission to public housing in the area. (Income eligibility was later changed to conform with sec. 8 eligibility--see page 195.)

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* Prepared by Grace Milgram, Economics Division.

Federal assistance consists of "writing down" a given rental unit's mortgage interest rate for the mortgagor to to an effective 1 percent, with HUD paying the mortgagee the difference between the owner's payment and the contract rate, which could be no higher than the then-current FHA rate. Tenants pay the basic rent required to meet the lowered interest rate and other operating costs, or 30 percent of income, whichever is higher.

This program was discontinued by a moratorium in January, 1973, and no new appropriations have been made. Outstanding commitments are being honored, however, because the subsidy contracts are for the life of the mortgage, usually 30 to 40 years, so outlays continue.

Participation

As of November 30, 1982, approximately 40 percent of sec. 236 occupants were under age 18, amounting to approximately 455,000 children.

Funding (Outlays)

FY 1981	FY 1982	FY 1983 est.
$665.4 million	$669.6 million	$665.0 million

(Total spending for sec. 236.)

TAX PROGRAMS

EARNED INCOME CREDIT*

Program Name

Earned income credit (EIC).

Legislative Authority

Section 43, Internal Revenue Code; permanently authorized.

Administering Agency

Internal Revenue Service, Department of the Treasury.

Program Description

The basic purpose of the earned income credit, which supplements the income of working parents with relatively low earnings, is to provide work incentives and relief from social security payroll taxes. For tax filers too poor to owe income taxes, or whose tax liability is smaller than their credit, the U.S. Treasury makes a direct payment of the credit.

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* Prepared by Carmen Solomon, Education and Public Welfare Division.

The credit is available to a working parent (or parents) whose adjusted gross income is not above $10,000 annually and who maintains a household 23/ for any child who can be claimed as a tax dependent.

The credit equals 10 percent of earned income up to $5000; the maximum credit is $500, and is received by those with earnings between $5000 and $6000. For those with an adjusted gross income above $6000, the credit is phased out at the rate of 12.5 percent per additional dollar of adjusted gross income. Thus, it ends at an adjusted gross income of $10,000.

To receive the credit, a person need not owe or pay any income tax. However, he or she must apply for the credit, either by filing an income tax return at the end of the tax year or by filing an earned income eligibility certificate with his employer for advance payments of the credit. To be eligible for the EIC, married couples must file a joint return.

Before January 1, 1980, EIC benefits could not be taken into account for purposes of determining eligibility for benefits under any federally-aided program, but now income-tested programs must count EIC checks.

Participation

FY 1982--6.5 million families.

23/ The Internal Revenue Service has ruled that those who use AFDC funds to pay part of the cost of maintaining a home for a child may not count these welfare benefits as their own contribution. Thus, an AFDC parent is ineligible for the credit unless her earnings exceed the AFDC grant, enabling her to contribute from earnings more than 50 percent of total household costs.

Funding

	FY 1981	FY 1982	FY 1983
Total	$2.0 billion	$1.8 billion	$1.8 billion
Refunded (Outlays)	1.3 billion	1.2 billion	1.2 billion

(Represents credits received by families. Actual figures, provided by Department of the Treasury.)

CHILD CARE TAX CREDIT*

Program Name

Expenses for household and dependent care services necessary for gainful employment.

Legislative Authority

Section 44A of the Internal Revenue Code; permanently authorized.

Administering Agency

Internal Revenue Service, Department of the Treasury.

Program Description

Amendments to the Internal Revenue Code in 1976 (P.L. 94-455) repealed the provision in prior law for a tax deduction for the costs of child and dependent care services, replacing it with a nonrefundable tax credit. Taxpayers with qualified child and dependent care expenses may claim a credit against their tax for a portion of expenses incurred which are necessary to enable the taxpayer to be gainfully employed. As amended by P.L. 97-34, the maximum credit is 30 percent of expenses up to $2,400 (for a maximum credit of $720) annually for one qualifying individual, and up to $4,800 (for a maximum credit of $1,440) annually for two or more qualifying individuals, if the taxpayer has adjusted gross income of $10,000 or less. The rate of the credit is reduced by one percentage point for each $2,000 of income, or fraction thereof, above $10,000, phasing down to 20 percent for taxpayers with incomes of $28,001 and above. For these taxpayers the maximum credit is $480 (for one qualifying individual) or $960 (for two or more qualifying individuals).

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* Prepared by Margaret Malone, Education and Public Welfare Division.

The credit is available to taxpayers who maintain a household which includes one or more qualifying individuals. A qualifying individual is: (1) an individual who is under the age of 15 and for whom the taxpayer may claim a dependency exemption; (2) a physically or mentally incapacitated dependent; or (3) a physically or mentally incapacitated spouse. The credit may be claimed by married couples for expenses incurred when both spouses work full time or when one spouse works full time and the other spouse works part time or is a student. The credit may also be claimed by divorced or separated parents who have custody of children, and by single parents. The credit may be taken for expenses for services provided by relatives and for services both within and outside the taxpayer's home; expenditures for services provided outside the home are eligible for the tax credit only if the facility complies with all applicable State or local laws and regulations.

Participation

Calendar year 1980--4,230,757 tax returns for 1980 included claims for the credit.

Funding (Tax Expenditures)

FY 1981	FY 1982	FY 1983
$1.2 billion	$1.4 billion	$1.5 billion

(Joint Tax Committee estimates.)

TAX PROVISIONS RELATING TO EMPLOYER-PROVIDED DAY CARE*

Program Name

Dependent care assistance program; other Internal Revenue Code provisions authorizing tax deductions and credits.

Legislative Authority

Internal Revenue Code; permanently authorized.

Administering Agency

Internal Revenue Service, Department of the Treasury.

Program Description

The Economic Recovery Tax Act of 1981 (P.L. 97-34) amended the Internal Revenue Code to explicitly exclude from an employee's gross income any payments by an employer for dependent care assistance, if the assistance is provided under a plan which meets certain conditions (sec. 129 of the Internal Revenue Code). The program must be a separate written plan of an employer for the exclusive benefit of his employees and must be available to all employees.

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* Prepared by Margaret Malone, Education and Public Welfare Division.

Dependent care assistance which is eligible for the exclusion is limited to those amounts which, if paid for by the employee, would be eligible employment-related expenses under the child and dependent care credit (see p. 205). The value of the assistance provided to an employee under this provision must not exceed that employee's pay. The provision applies to taxable years beginning after December 31, 1981.

Other provisions in current law which authorize tax deductions and credits for employers who provide day care are:

1. Sec. 162 of the Internal Revenue Code allows businesses to claim as tax deductions expenses considered to be "ordinary and necessary," which may include amounts paid by a business to provide day care to employees.
2. Sec. 168 of the Code provides for depreciation deductions for assets used in a trade or business under the new accelerated cost recovery system added by the Economic Recovery Tax Act of 1981. Employer-provided day care facilities may be eligible.

Participation

Not available.

Funding (Tax Expenditures)

Exclusion for employer-provided day care (sec. 129)

FY 1982	FY 1983
Less than $2.5 million	$10 million

(Joint Tax Committee estimates.)

Sec. 162 and sec. 169

Not available.

TAX DEDUCTION FOR ADOPTION EXPENSES*

Program Name

Tax deduction for adoption expenses.

Legislative Authority

Section 222, Internal Revenue Code; permanently authorized.

Administering Agency

Internal Revenue Service, U.S. Department of the Treasury.

Program Description

Beginning in 1981, taxpayers have been allowed a deduction of up to $1,500 in qualified adoption expenses, provided they itemize deductions. The adopted child must be a child with special needs, defined as a child for whom payments are made under the adoption assistance program (see p. 83). The adoption expenses must not violate State or Federal law (for instance, if expenses were incurred for a nonagency, or independent adoption, in States that bar such arrangements), and no deduction is permitted for expenses that are paid by any government program or are deductible or creditable under another Code section.

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* Prepared by Jan Fowler, Education and Public Welfare Division.

Participation

Not available.

Funding (Tax Expenditures)

FY 1981	FY 1982	FY 1983
$8.0 million	$9.0 million	$10.0 million

(Joint Tax Committee estimates.)

SUPPLEMENTAL VIEWS OF CHAIRMAN GEORGE MILLER

This compilation of federal programs affecting children is the most comprehensive of its kind. I am very pleased that the Select Committee on Children, Youth, and Families is able to release it at this time. It should be a valuable reference tool for anyone interested in programs and policies affecting children.

In using this compilation, there are several important additional points to keep in mind.

This report assembles basic program information. It makes no judgments about the nature or the availability of the programs it identifies, nor does it judge the degree to which these programs meet their objectives. Obviously, evaluations of these programs differ, as do levels of implementation and participation. This compilation, however, provides a solid foundation upon which to ask such questions and build such assessments.

The first year of the Select Committee's work has made it clear that changes in the economy, the budget, the workplace, and in family composition have been profound. As these changes greatly affect families and children, it is likely policies affecting them may also need altering. For that reason, some years from now the spread and distribution of the programs presented here may look very different.

Finally, the compilation deals only with federal programs affecting children. Clearly, state and local governmental efforts, as well as private sector programs, are needed to help ensure a healthy future for America's children. A creative mix of public and private, state and local, efforts will be even more important as the pace of rapid change increases in the years ahead.

As a result, we will continue to highlight non-federal activity in other reports, and hearings, in the months ahead.

George Miller

Tom Bliley

THOMAS J. BLILEY, Jr.
3d DISTRICT, VIRGINIA

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December 15, 1983

SUPPLEMENTAL VIEWS OF THOMAS J. BLILEY, Jr. -- Federal Programs Affecting Children

I welcome the publication of CRS report on federal programs which directly affect children. It will be an especially useful resource for all members of the Select Committee.

At the time of the Committee's first meeting to discuss publication of this report, I requested two additions to the information already contained in it. First, I suggested that funding levels for several years prior to 1980 would provide a better perspective than can be had from showing funding levels of only the most recent three years, and therefore, ought also to be included. Second, I asked that a notation of the latest GAO report on each program be included in the program summaries. Both of these suggestions were accepted on the condition only that this information could be provided in a reasonable length of time.

Compiling information on the GAO reports is not expected to present any serious problem, and that data should be available soon. However, after numerous conversations with Committee staff and CRS, including correspondence between CRS Director Gilbert Gude and Mr. Marriott and myself, I am satisfied that the difficulties involved in providing the complete information on funding levels would require a length of time greater than we can afford. However, CRS has agreed to provide some of the information requested by the end of December, and that information I would like to include in these supplemental views. The data contained here will consist principally of the funding levels for the years 1970 and 1975, where such information was readily available. These figures are in current dollars. According to CRS, about one-half of the programs in this report did not exist in 1970, or were significantly different at that time. Explanations will be included where necessary. CRS provided the following information:

CONGRESSIONAL RESEARCH SERVICE RESPONSE TO CONGRESSMAN BLILEY

In response to your request of December 12, 1983, we have compiled FY 1970 and FY 1975 funding information for the programs included in the report we prepared entitled "Federal Programs Affecting Children." These figures appear below. We should note, however, that these data have a number of shortcomings and should be used with caution.

First, the figures we have provided are in current dollars, as we agreed when you transmitted this request to us. The current dollar figures do not reflect price increases over time. Between 1970 and 1982, as measured by the Consumer Price Index (CPI), the inflation rate was 148 percent. Between 1975 and 1982, the inflation rate was 79 percent. Therefore, any direct comparison between FY 1970 and FY 1975 funding data and data for the more recent years, as included in the report, could be misleading.

Second, many of the programs included in the report either did not exist in 1970 and 1975 or were substantially different. A number of social service programs for children, such as child abuse prevention and the runaway youth program, were not enacted until after 1970. A few such programs, including adoption assistance and various programs to assist refugee children, were established after 1975. Many child nutrition programs, while they did exist in these earlier years, have since been substantially changed by being transformed into entitlement programs. Other programs, such as Aid to Families with Dependent Children (AFDC) and food stamps, have had a number of changes in program eligibility since 1970. Thus, in many cases, the 1970 and 1975 figures, even for programs that did exist then, would not be comparable with the more recent funding data contained in the report.

Many of the programs included in our report serve both children and adults. For most of these programs, no information exists on the amount and/or percentage of benefits that go directly to children. In a few cases our analysts were able to locate or derive figures indicating spending for children only in such programs for the more recent years in the report. For the 1970 and 1975 figures below, however, it was usually not possible to break out spending for children only in programs serving children and adults. Thus, these 1970 and 1975 figures, even more so than the figures included in the report proper, cannot be used to determine the amount of spending just for children under these programs. Therefore, funding information for many of these programs should be used only to indicate the magnitude of the program, not to provide definitive figures on Federal spending for children.

Our report includes information on five block grants, all of which were created in 1981 and began operating in FY 1982. With the exception of the social services block grant, which consolidated only two programs, these block grants were created from a number of smaller, categorical programs. In fiscal years 1970 and 1975 many of these small predecessor programs either did not exist or were substantially different from the programs that were subsequently consolidated into block grants. Therefore, with the exception of the social services block grant, the compilation below does not include total funding in FY 1970 and FY 1975 for these predecessor programs.

In light of the above qualifications, the data presented below, as well as that in the report, should be used and interpreted very cautiously, and totaling the amounts would not be appropriate.

Programs are presented in the same order as in our original report. The following symbols are used:

A = outlays (otherwise, figures represent appropriations, unless noted);

B = spending for children and adults (otherwise, figures represent spending for children only, unless noted);

C = program did not exist in that year;

D = program did exist, but funding data are not available.

Aid to Families with Dependent Children: (A, B) FY 1970--$2.2 billion;
FY 1975--$4.6 billion.

Emergency Assistance: (A, B) FY 1970--$5.9 million;
FY 1975--$42.9 million.

Child Support Enforcement: FY 1970--C;
FY 1975--C.

Supplemental Security Income: (A, B) FY 1970--C;
FY 1975--$5.9 billion.

Social Security (Dependents Benefits): (A) FY 1970--$3.2 billion;
FY 1975--$6.2 billion.

Unemployment Compensation: (A, B) FY 1970--$3.3 billion;
FY 1975--$14.0 billion.
(Permanent regular and extended benefits only.)

Civil Service Retirement: (A) FY 1970--$389.0 million;
FY 1975--$908.3 million.
(Total payments to all survivors.)

Veterans' Dependency and Indemnity Compensation: (A, B) FY 1970--$594.6 million;
FY 1975--$860.2 million.

Veterans' Nonservice-Connected Death Pension: (A, B) FY 1970--$2.3 billion;
FY 1975--$2.7 billion.

Black Lung Benefits: (A, B) FY 1970--$10 million appropriation for start-up costs;
FY 1975--$975.0 million.

Federal Employees Compensation Program: (A, B) FY 1970--$81.5 million;
FY 1975--$367.5 million.

Military Survivor Benefit Plan: (A, B) FY 1970--$10.3 million;
FY 1975--$59.2 million.

Food Stamps: (A, B) FY 1970--$576.8 million;
FY 1975--$4.6 billion.

National School Lunch Program: (A) FY 1970--$397.8 million;
FY 1975--$1.3 billion.

School Breakfast Program: (A) FY 1970--$10.9 million;
FY 1975--$86.1 million.

Child Care Food Program: (A) FY 1970--$5.6 milion;
FY 1975--$54.9 million.

Summer Food Service Program: (A) FY 1970--$1.7 million;
FY 1975--$50.9 million.

Commodity Assistance for Child Nutrition Programs: (A) FY 1970--$265.8 million;
FY 1975--$416.7 million.

Special Milk Program: (A) FY 1970--$101.5 million;
FY 1975--$122.9 million.

Special Supplemental Food Program for Women, Infants and Children (WIC): (A, B) FY 1970--C;
FY 1975--$89.3 million.

Commodity Supplemental Food Program: (A, B) FY 1970--$7.8 million;
FY 1975--$17.3 million.

Social Services Block Grant: (A, B) FY 1970--$522.0 million (social services expenditures under titles IV-A and VI of the Social Security Act);
FY 1975--$1,962.0 million (social services expenditures under title XX of the Social Security Act).

Day Care Programs (Under Employment Programs for AFDC Recipients):

Work Incentive Program: FY 1970--D;
FY 1975--D.

Community Work Experience Program: FY 1970--C;
FY 1975--C.

Employment Search: FY 1970--C;
FY 1975--C.

Child Care--Appalachian Regional Commission: FY 1970--$225 thousand (start-up costs);
FY 1975--$24.8 million (total for projects approved for funding in that fiscal year).

Head Start: FY 1970--$325.0 million;
FY 1975--$441.0 million.

Child Welfare Services: FY 1970--$46.0 million;
FY 1975--$50.0 million.

Foster Care: FY 1970--D;
FY 1975--$138.0 million.

Adoption Assistance: FY 1970--C;
FY 1975--C.

Adoption Opportunities: FY 1970--C;
FY 1975--C.

Child Abuse Prevention and Treatment Programs: FY 1970--C;
FY 1975--$15.0 million.

Department of Defense Family Advocacy Program: FY 1970--C;
FY 1975--C.

Developmental Disabilities: (B) FY 1970--C;
FY 1975--$52.2 million.

Runaway Youth Program: FY 1970--C;
FY 1975--$5.0 million.

Juvenile Justice and Delinquency Prevention: FY 1970--C;
FY 1975--$25.0 million.

Adolescent Family Life: FY 1970--C;
FY 1975--C.

Indian Child Welfare Act: FY 1970--C;
FY 1975--C.

Indian Child Welfare Assistance: (A) FY 1970--$4.2 million;
FY 1975--$8.2 million.

Federal Assistance to Refugees: FY 1970--C;
FY 1975--C.

Child Welfare Training: FY 1970--D;
FY 1975--$8.9 million.

Child Welfare Research and Demonstration: FY 1970--D;
FY 1975--$14.7 million.

Foster Grandparent Program: FY 1970--$9.3 million;
FY 1975--$30.0 million.
(Spending for salaries and expenses for adults who care for children.)

Compensatory Education for Disadvantaged Children: FY 1970--$1.3 billion;
FY 1975--$1.9 billion.
(In these years, program authorized by title I of the Elementary and Secondary Education Act.)

Education Block Grant: FY 1970--C;
FY 1975--C.

Education Programs for Handicapped Children: FY 1970--$96.1 million;
FY 1975--$206.6 million.

Bilingual Education Programs: FY 1970--$21.25 million;
FY 1975--$81.5 million.

Education Programs for Migrant Children: FY 1970--$51.0 million;
FY 1975--$92.0 million.
(State agency program only; not advance-funded in these fiscal years.)

Indian Education Programs: FY 1970--$118.1 million (total spending for school operations, Johnson-O'Malley Act programs, post-secondary and adult education, construction, and renovation);
FY 1975--$195.6 million (total spending for part A, Indian Education Act, Johnson O'Malley Act programs, and school operations).

Education Programs for Refugee Children: FY 1970--C;
FY 1975--C.

Follow Through: FY 1970--$70.3 million;
FY 1975--$55.4 million.

Vocational Education: (B) FY 1970--$377.7 million;
FY 1975--$625.9 million

Job Training Programs: (B) FY 1970--C;
FY 1975--$3.8 billion (spending under the Comprehensive Employment and Training Act).

Impact Aid: FY 1970--$520.6 million;
FY 1975--$656.0 million.

Department of Defense Dependents Schools: FY 1970--D;
FY 1975--$203.4 million.

Medicaid: (A, B) FY 1970--$909.0 million;
FY 1975--$2.2 billion.

Maternal and Child Health Services Block Grant: FY 1970--C;
FY 1975--C.

Family Planning: (B) FY 1970--C;
FY 1975--$100.6 million.

Childhood Immunization: FY 1970--$16.0 million;
FY 1975--$7.5 million.

Alcohol, Drug Abuse, and Mental Health Block Grant: FY 1970--C;
FY 1975--C.

Preventive Health and Health Services Block Grant: FY 1970--C.
FY 1975--C.

Indian Health Programs: (B) FY 1970--$107.7 million;
FY 1975--$235.7 million.

Migrant Health Programs: (B) FY 1970--$50.0 million;
FY 1975--$22.3 million.

Community Health Centers: (B) FY 1970--$80.0 million;
FY 1975--$196.6 million.

Appalachian Health: (B) FY 1970--$51.9 million;
FY 1975--$36.6 million.
(Totals for projects approved for funding in these fiscal years.)

National Institute for Child Health and Human Development: (B) FY 1970--$73.0 million;
FY 1975--$126.1 million.

Public Housing: (A, B) FY 1970--$472.9 million;
FY 1975--$1.3 billion.
(FY 1975 figure includes operating subsidies.)

Leased Housing Assistance: FY 1970--C;
FY 1975--C.

Home Ownership Assistance: (A, B) FY 1970--$22.2 million;
FY 1975--$194.0 million.

Rental Housing Assistance: (A, B) FY 1970--$733.0 million;
FY 1975--$391.9 million.

Earned Income Credit: FY 1970--C;
FY 1975--C.

Child Care Tax Credit: FY 1970--C;
FY 1975--C.

Tax Provisions Relating to Employer-Provided Day Care: FY 1970--C;
FY 1975--C.

Tax Deduction for Adoption Expenses: FY 1970--C;
FY 1975--C.

APPENDIX I

Related General Accounting Office (GAO) Reports

INCOME MAINTENANCE PROGRAMS

Does AFDC Workfare Work: Information Is Not Yet Available From HHS's Demonstration Projects.

Accession number: 12045, B number: B–208885, Document type: Report, Report number: IPE–83–3, Document date: 1/24/83.

ESSA Needs To Determine the Cost Effectiveness of the SSI Redetermination Process and To Implement Recommendations Made for Eliminating Erroneous Payments.

Accession number: 119799, Document date: 9/2/82, Report number HRD–82–126, Document type: Report.

Legislation Is Needed To Ensure That Cost-of-Living Increases in Federal Programs Will Be Considered on a More Timely Basis in Computing Supplemental Security Income Benefits.

Accession number: 117941, B number: B–206749, Document type: Report, Report number: HRD–82–52, Document date: 3/26/82.

Insights Gained in Workfare Demonstration Projects.

Accession number: 116097, B number: B–200467, Document type: Report, Report number: CED–81–117, Document date: 7/31/81.

More Can Be Done To Improve the Department of Agriculture's Commodity Donation Program.

Accession number: 115741, B number: B number: B–202958, Document type: Report, Report number: CED–81–83, Document date: 7/9/81.

Millions Can Be Saved by Improving the Productivity of State and Local Governments Administering Federal Income Maintenance Assistance Program.

Accession number: 115467, B number: B–202884, Document type: Report, Report number: AFMD–81–51, Document date: 6/5/81.

Income Maintenance Experiment: Need To Summarize Results and Communicate the Lessons Learned.

Accession number: 115260, B number: B–202585, Document type: Report, Report number: HRD–81–46, Document date: 4/17/81.

More Diligent Followup Needed To Weed Out Ineligible SSA disability Beneficiaries.

Acession number: 114590, B number: B–202095, Document type: Report, Report number: HRD–81–48, Document date: 3/3/81.

Millions Can Be Saved by Identifying Supplemental Security Income Recipients Owning Too Many Assets.

Accession number: 114249, B number: B–201637, Document type: Report, Report number: HRD–81–4, Document date: 2/4/81.

Implementing GAO's Recommendations on the Social Security Administration's Programs Could Save Billions.

Accession number: 114063, B number: B–203175, Document type: Report, Report number: HRD–81–37, Document date: 12/31/80.

Public Assistance Benefits Vary Widely From State to State, but Generally Exceed the Poverty Line.

Accession number: 113975, B number: B–200518, Document type: Report, Report number: HRD–81–6, Document date: 11/14/80.

[Social Security Administration's Beneficiary Rehabilitation Program.]

Accession number: 113739, B number: B–201008, Document type: Report, Report number: HRD–81–22, Document date: 11/10/80.

Federal and State Actions Needed To Overcome Problems in Administering the Title XX Programs.

Accession number: 113649, B number: B–199355, Document type: Report, Report number: HRD–81–8, Document date: 10/29/80.

Better Management Information Can Be Obtained From the Quality Control System Used in the Aid to Families With Dependent Children Program.
Accession number: 113049, B number: B-197135, Document type: Report, Report number: HRD-80-80, Document date: 7/18/80.

[Analysis of Two Studies of Quality in New York City's Aid to Families With Dependent Children Program.]
Accession number: 111627,B number: B-197135, Document type: Report, Report number: HRD-80-48, Document date: 2/7/80.

NUTRITION PROGRAMS

Federal Food, Agriculture, and Nutrition Programs in the New England Region.
Accession number: 120088, B number: B-209580, Document type: Report, Report number: RCED-83-36, Document date: 12/2/82.

What Can Be Done To Improve Nutrition Education Efforts in the Schools.
Accession number: 118461, B number: B-207254, Document type: Report, Report number: CED-82-65, Document date: 5/25/82.

Progress Made in Federal Human Nutrition Research Planning and Coordination; Some Improvements Needed.
Accession unmber: 118452, B number: B-206828, Document type: Report, Report number: CED-82-56, Document date: 5/21/82.

Informing the Public About Food—A Strategy Is Needed for Improving Communication.
Accession number: 117260, B number: B-198417, Document type: Report, Report number: CED-82-12, Document date: 1/8/82.
Descriptive note: Refer to CED-80-89, April 21, 1980, Accession number 112117; and CED-81-27, November 7, 1980, Accession number 113759.

Efforts To Improve School Lunch Programs—Are They Paying Off?
Accession number: 116304, B number: B-204143, Document type: Report, Report number: CED-81-121, Document date: 9/9/81.

[GAO Comments on the Impact ofthe USDA Reorganization on Nutrition.]
Accession number: 116169, B number: B-204179, Document type: Report, Report number: CED-81-150, Document date: 8/17/81.

[Nutrition Research Peer Review at the National Institutes of Health.]
Accession number: 115810, B number: B-203244, Document type: Report, Report number: HRD-81-95, Document date: 6/1/81.

[Analysis of Department of Agriculture Report on Fraud and Abuse in Child Nutrition Programs.]
Accession number: 114634, B number: B-202394, Document type: Report, Report number: CED-81-81, Document date: 3/9/81.

Major Factors Inhibit Expansion of the School Breakfast Program.
Accession number: 112566, B number: B-198282, Document type: Report, Report number: CED-80-35, Document date: 6/16/80.

Food, Agriculture, and Nutrition Issues for Planning.
Accession number: 112543, Document type: Staff Study, 205, Report number: CED-80-94, Document date: 6/11/80.

Child Care Food Program: Better Management Will Yield Better Nutrition and Fiscal Integrity.
Accession number: 112517, B number: B-197374, Document type: Report, Report number: CED-80-91, Document date: 6/6/80.

SOCIAL SERVICE PROGRAMS

[The Proposed Missing Children and Serial Murder Tracking Program Is Not Eligible for Juvenile Justice and Delinquency Prevention Act Special Emphasis Funds.]
Accession number: 122849, B number: B-202245, Document type: Report, Report number: GGD-84-7, Document date: 11/16/83.

[Deaf/Blind Children and the Centers Serving Them.]
Accession number: 121879, Document type: Testimony, Document date: 7/14/83.

[Payment of Cost-of-Living Allowances for Adopted Child During Custody Period.]
Accession number: 121228, Document date: 4/22/83, B number: B-209495, Document type: Decision.

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[Claim for Reimbursement of Child Care Expenses Incurred While House-hunting.]

Accession number: 121086, Document date: 4/12/83, B number B-210468, Document type: Decision.

[Question of Increased Allowances for Adopted Children.]

Accession number: 118637, Document date: 6/8/82, B number: B-205314, Document type: Decision.

[The Runaway and Homeless Youth Program.]

Accession number: 118261, Document type: Testimony, Document date: 5/5/82.

Legislative and Administrative Changes To Improve Verification of Welfare Recipients' Income Could Save Millions.

Accession number: 117300, B number: B-203669, Document type: Report, Report number: HRD-82-9, Document date: 1/14/82.

[Circumstances That Resulted in New York Receiving About Half of the Federal Foster Care Reimbursement to States in Fiscal Year 1978.]

Accession number: 116481, B number: B-199795, Document type: Report, Report number: HRD-81-156, Document date: 9/24/81.

Descriptive note: Refer to HRD-81-73, April 20, 1981, Accession number 115166.

[Followup Review to Report on Increased Federal Efforts Needed To Better Identify, Treat, and Prevent Child Abuse and Neglect.]

Accession number: 116403, B number: B-197055, Document type: Report, Report number: HRD-81-153, Document date: 9/18/81.

Greater Use of Exemplary Education Programs Could Improve Education for Disadvantaged Children.

Accession number: 116397, B number: B-203208, Document type: Report, Report number: HRD-81-65, Document date: 9/15/81.

[Claim for BAQ on Behalf of Illegitimate Child.]

Accession number: 115973, Document date: 7/27/81, B number: B-201672, Document type: Letter.

Head Start: An Effective Program but the Fund Distribution Formula Needs Revision and Management Controls Need Improvement.

Accession number: 115883, B number: B-203614, Document type: Report, Report number: HRD-81-83, Document date: 7/23/81.

[Claim for Reimbursement for Dependent Day Care.]

Accession number: 115830, Document date: 7/15/81, B number: B-197802, Document type: Decision.

[Additional Efforts Needed To Improve Morale, Welfare, and Recreation Program Management.]

Accession number: 115595, B number: B-203647, Document type: Report, Report number: FPCD-81-59, Document date: 6/22/81.

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Accession number: 115782, B number: B-197953, Document type: Report, Report number: HRD-81-51, Document date: 5/18/81.

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Accession number: 115166, B number: B-199795, Document type: Report, Report number: HRD-81-73, Document date: 4/20/81.

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Accession number: 114787, Document type: Testimony, Document Date: 4/2/81.

[GAO Reviews of the Food Stamp Program.]

Accession number: 114650, Document type: Testimony, Document date: 3/19/81.

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Accession number: 114634, B number: B-202394, Document type: Report, Report number: CED-81-81, Document date: 3/9/81.

The Sudden Infant Death Syndrome Program Helps Families but Needs Improvement.

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Unanswered Questions on Educating Handicapped Children in Local Public Schools.

Accession number: 114318, B number: B-199396, Document type: Report, Report number: HRD-81-43, Document date: 2/5/81.

[Effective Date of Entitlement to Dependency Benefits for Adopted Children.]

Accession number: 114122, Document date: 1/8/81, B number: B-198661, Document type: Decision.

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Accession number: 114075, Document date: 12/23/80, B number B-199868, Document type: Letter.

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Accession number: 114152, B number: B-201111, Document type: Report, Report number: CED-81-31, Document date: 12/16/80.

[Discussion of Report on Increased Federal Efforts Needed To Better Identify, Treat, and Prevent Child Abuse and Neglect.]

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Accession number: 112129, B number: B-164031, Document type: Report, Report number: CED-80-72, Document date: 4/23/80.

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Descriptive note: In the GAO Review, Vol. 15, Issue 4, Fall 1980, pp. 52–54.

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[Availability of Nurse-Midwife Services Under Federal Health Care Programs.]
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[Greater Emphasis on Occupant Responsibilities Can Reduce Military Family Housing Costs.]
Accession number: 121557, B number: B-211625, Document type: Report, Report number: PLRD-83-77, Document date: 6/6/83.
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